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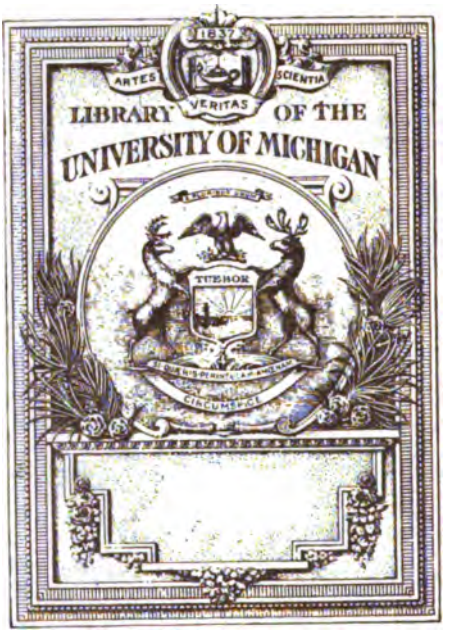
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REPORTS

OF THE

DEPARTMENT OF LABOR

1920

REPORT OF THE SECRETARY OF LABOR

AND

REPORTS OF BUREAUS

WASHINGTON
GOVERNMENT PRINTING OFFICE
1921

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REPORT

OF THE

SECRETARY OF LABOR

EIGHTH ANNUAL REPORT

OF THE

SECRETARY OF LABOR

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D. C., October 31, 1920.

To the PRESIDENT:

Inasmuch as the Eighth Annual Report of the Department of Labor is its final report for the period of your presidential administration, with the beginning of which nearly eight years ago its own beginning is identified, a brief historical review of the origin and activities of the Department appears to me to be appropriate and likely to be useful.

Such a review seems appropriate because you as President of the United States have sympathetically furthered the statutory purposes of the Department of Labor throughout your double term of office, which coincides with the life of the Department thus far. It is likely to be useful because in the further life of the Department those who are responsible for its work may need information about its origin and are certain to need the benefit of its experience.

I am, therefore, devoting Part I of this report to the circumstances that led to the creation of the Department, to those that attended its organization, and to an outline of its principal activities during the seven annual periods preceding the period to which Part II more particularly relates.

W. B. WILSON,
Secretary of Labor.



PART I.

The Department of Labor Prior to 1920.

AGITATION FOR AN EXECUTIVE DEPARTMENT OF LABOR.

Tenth among the executive departments of our National Government, the Department of Labor came into statutory life on the 4th of March, 1913. Its organic law,[1] enacted a few days before by a Democratic Congress, was on that day approved by a Republican President, your immediate predecessor, whereupon the obligation of appointing the first Secretary of Labor devolved upon you. This was the climax of an agitation for a Department of Labor, which had begun soon after the close of the Civil War of 1861–1865.

At that time the wageworkers of the United States, most of whom had been soldiers on one side or the other in that intranational conflict, found themselves victims of economic circumstances which they could not control, and which nobody seemed to understand. Although a more or less fortunate few of the population lived in luxury without seeming to earn their incomes by commensurate work of any useful kind, wageworkers and their families were suffering from lack of opportunities for profitable employment and consequently from inadequate wages for hard and useful service when employed.

Beginning of the Agitation.

In those circumstances a conference at Louisville, Ky., in August, 1865, attended by leading representatives of wageworking interests, some of whom had but recently worn the Federal blue and others the Confederate gray, adopted a resolution favoring the creation of a national Department of Labor. The text of this resolution is as follows:

> Every department of the Federal Government is now and has been officered by professional men, business men, or manufacturers. They are or have been employers of labor or counselors of employers. Naturally their sympathies are not with labor. **There should be at Washington a Department of Labor** to be officered by men who are of and with labor, the duty of that department to be the guarding of labor interests in every way now known or which hereafter may become known.

[1] The text in full may be found in the appendix to this report.

The aspirations for a labor department in the National Government to which that resolution gave expression were emphasized a few weeks later in a letter from the president of the National Organization of Molders to another labor leader of national reputation and influence. "What we need," he wrote, "**is a department of the Government attending exclusively to labor matters, with its head in the President's Cabinet to speak for us.**"

Those appear to have been the first precise demands for a labor department in the National Government. Others followed. The Louisville demand quoted above was repeated at a labor convention held at Baltimore in August, 1866. It was embodied in a series of resolutions which were forthwith laid before President Johnson by a committee appointed by the convention for that purpose. At the same meeting this convention organized the **National Labor Union**, a body composed of the trade and labor unions of the United States, and at its next convention, held at Chicago a year later (1867), this body adopted the following further declaration on the subject:

Resolved, That as labor is the foundation and cause of national prosperity, it is both the duty and interest of the Government to foster and protect it. Its importance, therefore, demands **the creation of an executive department of the Government at Washington, to be denominated the Department of Labor**, which shall aid in protecting it above all other interests.

After the third convention of the National Labor Union, which was held at New York City in 1868, its presiding officer, calling officially upon President Johnson, informed him of the desires of the organized labor of the country with reference to governmental recognition. At that interview the demand of wageworkers for administrative representation in the National Government was especially emphasized to President Johnson by the labor representative, who said:

We want a new department at Washington to be called the Department of Labor, the head of said department to be called the Secretary of Labor and to be chosen directly from the ranks of workingmen. To this department should be referred all questions of wages and the hours of labor in the navy yards and all other Government workshops, the registry and regulation of trades-unions and cooperative associations, the disposition of public lands, and all other questions directly connected with and affecting labor.

Creation of a Bureau of Labor.

Three years had passed by when Congressman George F. Hoar, influenced probably by the National Labor Union, which, however, had barely survived that period, introduced in the House of Representatives in 1871 a bill to create a **Commission on Labor**. Although his bill was supported by the trade-unions of the time, they made it plain that they were supporting it only "as a temporary expedient" and would

"continue their efforts in behalf of a **Department of Labor.**" Mr. Hoar's bill did not pass.

A tactical tendency then set in toward modifying the demand for an executive department. The **Industrial Congress,** held at Cleveland, in 1873, temporarily modified the Louisville demand of 1865 by adopting the following declaration:

> To arrive at the true condition of the producing masses in their educational, moral, and financial condition, we demand from the several States and the National Government the establishment of **bureaus of labor statistics.**

This part-way policy was affirmed in 1874 by the same industrial body at its second meeting, held in April at Rochester, N. Y. On that occasion the Industrial Congress laid aside a resolution for waging a campaign in favor of the establishment of a **National Department of Labor,** doing so, however, with the understanding that the wiser course for securing such a department lay in the direction of first creating bureaus of labor both at Washington and in the several States. Consequently the prudential decision of the Industrial Congress at its first meeting, held in 1873, was affirmed at its second meeting, held in 1874.

That was near the beginning of the hard times of the seventies, when the Industrial Congress, which had meanwhile changed its name to the **Industrial Brotherhood,** went out of existence, as had the National Labor Union before it. During this long period of industrial depression there was little or no active labor movement in the United States, but with the return of normal conditions the **Knights of Labor** became and for some years remained the principal national labor organization of this country. At its first general assembly, held in January, 1878, the Knights of Labor advocated the establishment of labor bureaus, deciding also as matter of progressive policy not to demand an executive department in the National Government until labor bureaus had been established in States where industrial plants had attracted large numbers of skilled wageworkers. The same policy was pursued by the **Federation of Organized Trades and Labor Unions,** which subsequently became the **American Federation of Labor**—now, as for many years, the dominant labor organization of the United States and Canada. At its first convention, held in 1881, this organization favored the establishment of a national bureau in these terms:

> We recognize the wholesome effect of a bureau of labor statistics as created in several States, and we urge upon our friends in Congress the passage of an **act establishing a national bureau of labor statistics,** and recommend for its management the appointment of a proper person identified with the laboring classes of the country.

From that time until its creation by Congress the friends of organized labor were united and persistent in their efforts to secure

a national labor bureau in contradistinction to an executive department.

The matter came into Congress first in 1879 with the Murch bill, the purpose of which was to establish a **Bureau of Labor.** This bill languished for five years, other bills being meanwhile introduced from time to time but with no better results. The bills that met the fate of the Murch bill of 1879, either before or after it,[2] included one introduced in 1864 by Hon. Gottlieb Orth, then a Representative from Indiana. The Orth bill, probably the first with reference to any aspect of the subject, proposed a **Department of Industry.** By 1867 the House of Representatives had advanced far enough, in the general direction aimed at by the labor organizations, to instruct its Committee on Rules, by resolution, to inquire into the expediency of the creation of a standing Committee on Labor. In 1871 it passed a bill for the appointment of a commission on the subject of wages and working hours and of capital in the United States. As time went on a bill for a **Bureau of Labor** was introduced by Senator Blair, and one for a **Bureau of Labor Statistics** by Representative Willis. Another bill for a Bureau of Labor Statistics was introduced by Representative McKinley, who afterwards became President. Still another for a Bureau of Labor Statistics was introduced by Representative O'Neill, and yet another by Representative Lamb. Representative Foran introduced one for a **Department of Industry.** Other plans in the mass of proposed legislation included proposals for a **Labor Bureau in connection with the Department of Agriculture, a Bureau of Labor with a Commissioner of Labor,** and a **Bureau of Labor Statistics in the Interior Department.**

Those and several other bills of similar tenor and purpose were followed in 1884 by preliminary legislation in the direction of the present Department of Labor, and out of them an act was framed which passed both Houses of Congress. It was approved June 27, 1884, by President Arthur. This act created a "Bureau of Labor in the Department of the Interior."

Renewal of the Agitation.

The Bureau of Labor in the Department of the Interior was the statutory germ of what has become the executive department for which I am now making the eighth annual report. Twenty years of agitation over the country and of effort before Congress had brought the wageworkers thus far toward a realization of their demands for an executive department with a member of the President's Cabinet

[2] More than a hundred such bills, including resolutions, are summarized at pp. 13–21 of a public document, long out of print, entitled "Organization and Law of the Department of Commerce and Labor." (Government Printing Office, 1904.) They cover the period from 1864 to 1902.

at its head. Thirty years more were to pass before they realized their original proposal.

Meanwhile their agitation did not cease. In his official annual address before the General Assembly of the Knights of Labor at Minneapolis in October, 1887, the general master workman of that body (Terence V. Powderly) renewed the demand for an executive department. The portion of his address in which he dealt with that subject is as follows:

I believe the day has come for united labor to ask at the hands of Congress the passage of a law creating a Department of Labor at the seat of the National Government. I would respectfully ask of the committee on legislation to prepare a bill and introduce it to Congress at the next session. We have to-day a Department of War; we do not need it at all in comparison to a Department of Labor. The Navy Department is not such an important one, for we do not require the use of a very extensive national Navy. The prosperity of the whole country rests on the broad shoulders of labor. There is now nothing so prominently before the Nation and the world as the question of labor. Nearly every action taken by the Executive or his Cabinet deals in one way or another with the question of labor. Its ramifications extend everywhere, its power is felt everywhere, and its usefulness is recognized everywhere. All this being true, it is no more than just that the President should have as a member of his Cabinet a man who represents more than war, more than a few vessels, more than a sentiment, more than a class. Labor can not be called a class, for it is everywhere and at the base of everything. With a man in his Cabinet whom he could consult on the question of labor, the President would be in a better position to deal with the question of capital. Labor is entitled to far more at the seat of Government than a mere bureau. But it will not receive any more unless it asks for it. I recommend that it ask for the establishment of a Department of Labor.

Creation of an Inferior Department of Labor.

A bill for an executive department was consequently introduced in Congress, but upon assurances that congressional assent to placing a representative of wageworkers in the President's Cabinet could not be obtained, the promoters of this bill made their second compromise.

They thereby secured congressional action which in 1888 promoted the Bureau of Labor to an independent status as a Department of Labor, but without executive rank. Nevertheless, the agitation for an executive department with a Secretary of Labor in the President's Cabinet continued after this independent but inferior department had been created.

Creation of the Department of Commerce and Labor.

Prior to the creation of the independent Department of Labor in 1888, several bills for an executive department had been introduced. Several more were introduced afterwards. In form the bills introduced after the creation of the independent department were quite

alike in title to some of those introduced prior to the creation of the original Bureau of Labor, and to others introduced between the two. Among them all were bills to establish, respectively, a "Department of Agriculture and Labor," a "Department of Industry and Bureau of Labor," a "Department of Labor," a "Department of Agriculture and Industry," and a "Department of Industries." Gen. Weaver, subsequently a prominent candidate for President but then a Member of Congress, introduced a bill for the creation of a Department of Labor with a Secretary of Labor at its head. Some of the bills were more intimately related to the commercial and business side of industrial affairs than to the wageworking side. Others, however, distinctly anticipated the present Department of Labor and its principal functions. None was enacted, but all of them played a part in the ultimate creation of the present Department of Labor.

They were blended by the Fifty-eighth Congress in an act creating the **Department of Commerce and Labor**, in which the independent Department of Labor was made a bureau. This act was approved February 14, 1903, by President Roosevelt.

CREATION OF THE DEPARTMENT OF LABOR.

By the act creating the Department of Commerce and Labor the welfare of the wage earners of the United States had been intrusted to an executive department designed to represent also, if not indeed primarily, the interests of employers. This amalgamated representation of industrial interests of a kind that are often conflicting in fact, whether so in essential principle or not, proved unsatisfactory. Not only did the new Department fall far short of satisfying the needs of wage earners; it had in it all the possibilities of a hostile instead of a friendly governmental agency. An executive department in the interest of wageworkers, such as they had urged upon Congress for nearly half a century, was consequently demanded with greater popular emphasis than ever before.

That historic demand finally found favor in the Sixty-second Congress. An act was passed at the third session, in the winter of 1913, which divorced the divergent jurisdictions of the Department of Commerce and Labor by withdrawing from it such functions as had reference especially to wage-earning interests and placing them under the additional executive department which this act created—namely, the **Department of Labor**. Commercial functions were thereby left to the Department of Commerce and Labor, the name of which was altered to **Department of Commerce**, but all its functions with reference to the interests of wageworkers were transferred to the new department.

By that transfer the Bureau of Labor, its title altered to **Bureau of Labor Statistics,**[3] came under the jurisdiction and supervision of the Department of Labor. So did the **Children's Bureau.** The Bureau of Immigration and Naturalization[4] was also placed under the jurisdiction and supervision of the Department of Labor, its title being altered to **Bureau of Immigration.** To those three bureaus a fourth was added by raising the Division of Naturalization in the former Bureau of Immigration and Naturalization to the rank of a bureau—the present **Bureau of Naturalization.** Thus the bureaus placed under the jurisdiction and supervision of the Department of Labor by its organic act,[5] and which still remain under its jurisdiction and supervision, are the Bureau of Labor Statistics, the Bureau of Immigration, the Children's Bureau, and the Bureau of Naturalization.

The act of Congress which effected that culminating labor-department legislation was approved by the outgoing President, Mr. Taft, on the 4th day of March, 1913. Under this act and on the same day you honored me with a seat at your Cabinet table as the first Secretary of Labor.

In consequence of your appointment the duty fell upon me of organizing that executive department for which the wage-earning interests of the United States had petitioned Congress again and again over the period of half a century; also the duty, which has rested upon me throughout the two terms of your historic administration, of directing the activities of this the youngest of the ten executive departments of the Federal Government.

ORGANIZATION OF THE DEPARTMENT OF LABOR.

Formal organization began with the date of the Department's creation—March 4, 1913.

Financial embarrassments.—Considerable financial embarrassment attended the initial work. Although the equipment and appropriations of the four bureaus transferred by Congress to the jurisdiction of the Department of Labor came over with the bureaus, their use was limited to the bureaus, respectively. Consequently they were not available for general departmental functions. For those functions the Congress that created the Department had neither supplied equipment nor made any financial provision. Until two months after its creation this new Department was consequently dependent upon

[3] The Bureau of Labor Statistics had originally been the "Bureau of Labor in the Department of the Interior," then the independent "Department of Labor," and later the "Bureau of Labor" in the Department of Commerce and Labor.

[4] The Bureau of Immigration was originally organized in the Treasury Department, having been transferred thence to the Department of Commerce and Labor, where it bore the title of "Bureau of Immigration and Naturalization."

[5] See appendix.

the generosity of the Department of Commerce for departmental quarters and furniture and for clerical, messenger, and elevator service. Even the salaries of departmental officers were unprovided for.

As to salaries, the embarrassing situation was remedied by an act of May 1, 1913. But this act made no provision for subordinate clerks nor for meeting other working expenses in the Office of the Secretary. In those respects, therefore—in some others also—the Department of Labor continued in a state of dependence upon the Department of Commerce until the close of the fiscal year, June 30, 1913.

The expenditures for the Office of the Secretary (consisting of the Secretary and his working force, the Assistant Secretary, the Chief Clerk and the Disbursing Clerk with their several assistants, the Division of Publications and Supplies, the Appointment Division, and the Solicitor and his assistants) were, for the four months of that fiscal year, $15,585.56—an average of less than $4,000 for each month of the Department's existence and at the rate of less than $50,000 a year.

Departmental quarters.—Another embarrassing phase of the internal organization related to departmental quarters. The bureaus which had been transferred to the Department of Labor were occupying rented premises, as follows: The Bureau of Labor Statistics was located at 462 Louisiana Avenue, the Children's Bureau at Ninth Street and Grant Place, and the Bureau of Naturalization at 1333 F Street. The Bureau of Immigration was the only one of the transferred bureaus which had occupied space in the Willard Building, the headquarters of the Department of Commerce and Labor. Those bureaus were permitted by the organic act to continue such occupancy until suitable quarters could be provided, but there was no space at all for the Office of the Secretary and its divisions.

Partly to meet that difficulty, two rooms of the Bureau of Immigration in the Willard Building were set aside. The Commissioner General of Immigration therefore moved into extremely narrow quarters in order to make room for the Secretary of Labor. But this building, then occupied by both the Department of Commerce and the Department of Labor, as it had been by the former Department of Commerce and Labor, was already overcrowded.

It was in such congested conditions and with such limited finances that the Department of Labor began its work.

The congestion continued until about the middle of October, 1913, when the Department of Commerce moved from the Willard Building to its new building at Nineteenth Street and Pennsylvania Avenue NW. Even then the embarrassment did not end. Congress having assumed that the four bureaus of the Department of Labor

could be afforded space in the new building of the Department of Commerce, which had been erected for the accommodation of the former Department of Commerce and Labor and all its constituent parts, only $5,000 for rent for the Office of the Secretary during the remainder of the fiscal year ending June 30, 1914, was appropriated by the act of October 22, 1913. This was not enough for the emergency. Occupancy of the new building by both Departments would have interfered with plans of the Department of Commerce, which contemplated occupying the entire premises to the exclusion of the Department of Labor and all its bureaus.

Further embarrassments also arose. The leases which the Department of Commerce, as sole successor to the Department of Commerce and Labor, had acquired for the Willard Building, in which its executive offices and their branches and those of this department were quartered, ran only until October 15, 1913. There was danger, therefore, that, with but $5,000—the amount appropriated by the act of Congress last cited—available for rent for the remainder of the fiscal year from October 15, 1913, to June 30, 1914, the Department of Labor would be wholly without office accommodations.

The difficulty was finally overcome through a contract with the owners of the Willard Building, supplemented by a concession from the Department of Commerce. The former Department of Commerce and Labor, having paid an annual rental of $11,830 for the Willard Building, the owners of that building agreed to accept from this Department for the remainder of the fiscal year (from the end of the lease to June 30, 1914) the total amount at the disposal of the Department for rent, i. e., $5,000. Acceptance of this offer, however, would have accomplished little but for a further concession by the Department of Commerce, which provided temporary quarters in its new building for one of the bureaus of the Department of Labor—the Bureau of Labor Statistics.

Excepting its Bureau of Labor Statistics and the Children's Bureau, the Department of Labor, with its constituent bureaus, was located in the Willard Building and maintained there until the close of the fiscal year 1914. But its difficulties continued. The owners of the Willard Building served notice that they would demand $11,830 for the term beginning July 1, 1914. Even if an appropriation of that amount for rent could have been confidently hoped for, the Department would still have been embarrassed for office accommodations unless the Bureau of Labor Statistics could be permitted to remain in the building of the Department of Commerce, a concession which the Department of Commerce hesitated to offer, because it needed the whole building for its own uses.

The logical and businesslike way of disposing of this matter, pending the erection of proper buildings, would have been to confer upon

the Department of Labor authority similar to that already granted the Department of Commerce. It should have been empowered to enter into a five-year lease of premises adequate to its uses and those of all its bureaus, the premises to be selected by the Secretary of Labor, at an annual rental in conformity with the legal rate per square foot, which, for the amount of space required, would aggregate $24,000. Under such authority this Department would have been able to secure quarters adapted to the transaction of its business and reasonably appropriate to the dignity of an executive department of the Federal Government. But that course was not adopted.

Extraordinary circumstances enabled the Department to lease the Mills Building at the low rental of $16,500. The arrangement being, however, for only one year, the lucky lease ended with June, 1915; and for a five-year term thereafter the rent demanded was $26,000. Though large, this amount was not considered excessive; but Congress prevented acceptance by limiting the rent appropriation to $20,000 a year for five years. A thorough canvass of the city was made, but no accommodations could be found at the rent appropriated. Finally a compromise was effected with the owner of the Mills Building at the appropriated sum of $20,000 on condition that the Department make certain repairs. But this arrangement was for one year only—the fiscal year ending with June, 1916.

With July, 1916, the difficulties with reference to departmental quarters ended, Congress having meanwhile authorized the leasing of a modern office building for five years at a rental of $24,000, and also for the renewal of the lease on the Mills Building for the fiscal year 1917 at a rental of $24,000. The building at 1712 G Street NW., in which the Department is now quartered, was erected under the general direction of the Department of Labor as its prospective tenant. The Department's occupancy of this building—which, until the United States entered the World War, was shared by all its bureaus, as well as the Office of the Secretary—began July 1, 1917. The present lease will terminate June 30, 1922, but is renewable for a further term of five years.

Office of the Secretary.

The Office of the Secretary comprises the Secretary of Labor, the Assistant Secretary of Labor, the Solicitor, the Chief Clerk, the Disbursing Clerk, the Division of Publications and Supplies, the Appointment Clerk, the News-Release Office, the Division of Negro Economics, and the Division of Conciliation. To these has recently been added an Advisory Committee on appeals and warrants in immigration proceedings.

The **Secretary of Labor** directs the collection and dissemination of statistics relating to the condition of labor and the products of labor. He has authority to call upon other departments of the Government for statistical data obtained by them on the same subject. He directs the correlation, arrangement, and publication of all such matter. It is further his duty to collect and publish information regarding labor interests and labor controversies in this and other countries. An act of Congress for compensating certain employees of the United States injured in the service was administered by the Secretary of Labor until those functions were transferred by a later act to the United States Employees' Compensation Commission. It has also been and still is his function to enforce the immigration laws, the Chinese-exclusion laws, and the naturalization laws. In connection with these he is invested with exclusive jurisdiction to decide appeals from decisions made by immigration officials at ports of arrival and over warrants for the deportation of resident aliens. Matters pertinent to child life are likewise under his supervision. In addition to these functions, formerly belonging to the Secretary of Commerce and Labor, the Secretary of Labor is charged with the relatively new Federal function of acting as **mediator** and appointing **commissioners of conciliation** in labor disputes whenever in his judgment the interests of industrial peace may require it.

The **Assistant Secretary of Labor** performs such duties as are prescribed by the Secretary of Labor or may be required by law. No other duties are required of him by law than those prescribed by the Secretary, except that in case of the death, resignation, absence, or sickness of the Secretary, the Assistant Secretary must, unless otherwise directed by the President, perform the duties of the Secretary until a successor to the Secretary shall have been appointed or his absence or sickness shall have ceased.[6]

The **Solicitor** is an officer of the Department of Justice assigned to the Department of Labor as its chief law officer. He examines and advises regarding contracts, leases, and bonds affecting the administration of the affairs of the Department, prepares legal opinions at the request of the Secretary, and performs such other legal services in connection with the administrative work of the Department as may be required of him by or on behalf of the Department or its bureaus. The solicitor is also authorized, pursuant to Executive order and by direction of the Secretary, to serve as Acting Secretary of Labor in certain circumstances.[7]

The **Chief Clerk** has general management, under the immediate direction of the Secretary of Labor, of the clerks and employees of the Department and the enforcement of the regulations. He super-

[6] R. S., sec. 177. [7] R. S., sec. 179.

intends all building accommodations in the District of Columbia, supervises all expenditures of contingent appropriations and rentals, and receives and distributes the mail of the Department and its various bureaus. He also supervises all the miscellaneous business of the Office of the Secretary not otherwise assigned.

The **Disbursing Clerk** is charged with the custody and expenditures of Department appropriations, with the custody of receipts from naturalization fees, with supervision of transportation requests and vouchers, and with the auditing of all the accounts of the Department and its bureaus.

The **Division of Publications and Supplies** supervises the printing and distribution of departmental publications and blank forms, and is in direct charge of the business of the Department with the Government Printing Office. It has the custody and general supervision of the purchase and distribution of supplies, directs the Department's advertising, and compiles semiannual returns of all public property under the control of the Department.

The **Appointment Clerk** prepares all papers connected with appointments, transfers, promotions, reductions, details, furloughs, and removals of employees of the Department, and is custodian of the oaths of office and the personnel files of employees and of their efficiency reports.

The **News-Release Office** was established by an order of the Secretary dated June 12, 1914. This order directed the designation of an official in each bureau to submit reports at regular hours daily to the Assistant Secretary for his action with reference to their release for general publication. At a meeting of the bureau officials so designated, held for consultation on August 21, 1914, regulations in the matter were established, under which news material originating in any branch of the Department is required to pass through the News-Release Office prior to release for publication, except such local news as may be released in field or station service. Any information about any of the work of the Department, so far as it may have news value, is available for such use, provided it may be published without prejudice to the public interest.

Other subdivisions.—The origin and activities of the Division of Conciliation, the Employment Service, the Division of Negro Economics, the war-work divisions, and the Advisory Committee on appeals and warrants in immigration procedure, all of which are or have been in the Office of the Secretary, are described elsewhere in this report.[8]

The four bureaus.—The perplexities attending the formal organization of the Office of the Secretary in this new executive department

[8] See Part I and Part II, pp. 24–25, 38–39, 41–43, 52, 68–71, 78–155.

were only slightly accentuated—in some respects they were lessened—by the necessity for adjusting the four bureaus to their new departmental environment.

As already noted, the Bureau of Labor Statistics, the Bureau of Immigration, the Children's Bureau, and the Bureau of Naturalization, all of which had theretofore functioned in the Department of Commerce and Labor, were transferred to this Department upon its statutory creation. Since each had already been internally organized—the last, however, as a division in a bureau instead of a bureau—the process of adaptation to their new departmental relationship was simple in comparison with the difficulties of organizing the Office of the Secretary. Such difficulties as this readaptation did involve were greatly minimized by the fact that the bureaus had been financed with more or less adequate appropriations, and the further fact that the officials and employees of each bureau cooperated with the Secretary cordially.

By the organic act[9] each of these bureaus is placed under the jurisdiction and supervision of the Department of Labor, its work and duties to be executed under the direction of the Secretary of Labor. Full reports upon their respective activities since their transfer to this Department and until the close of the fiscal year 1919 will be found in the seven preceding annual reports of the Department and its bureaus.[10] Abstract reports of their activities for the year 1920 appear in Part II of this report.

Interdepartmental coordination.—By section 10 of the organic act of the Department of Labor[11] the Secretary of Labor was required to "investigate and report to Congress a plan for coordination of the activities, duties, and powers of the present bureaus, commissions, and departments so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers with a view to further legislation to further define the duties and

[9] See appendix.

[10] See Department Report for 1913, pp. 24–48; also 347–351 for the Bureau of Labor Statistics, 93–344 for the Bureau of Immigration, 73–90 for the Children's Bureau, 355–388 for the Bureau of Naturalization. Department Report for 1914, pp. 58–88; also 521–528 for the Bureau of Labor Statistics, 125–520 for the Bureau of Immigration, 107–123 for the Children's Bureau, 529–565 for the Bureau of Naturalization. Department Report for 1915, pp. 56–86; also 89–98 for the Bureau of Labor Statistics, 99–356 for the Bureau of Immigration, 357–380 for the Children's Bureau, 381–415 for the Bureau of Naturalization. Department Report for 1916, pp. 89–121; also 137–150 for the Bureau of Labor Statistics, 151–401 for the Bureau of Immigration, 403–427 for the Children's Bureau, 429–506 for Bureau of Naturalization. Department Report for 1917, pp. 120–152; also 163–172 for the Bureau of Labor Statistics, 173–423 for the Bureau of Immigration, 425–472 for the Children's Bureau, 473–551 for the Bureau of Naturalization. Department Report for 1918, pp. 160–200; also 235–243 for the Bureau of Labor Statistics, 245–554 for the Bureau of Immigration, 555–579 for the Children's Bureau, 581–651 for the Bureau of Naturalization. Department Report for 1919, pp. 225–275; also 315–324 for the Bureau of Labor Statistics, 327–720 for the Bureau of Immigration, 721–750 for the Children's Bureau, 751–862 for the Bureau of Naturalization.

[11] See appendix.

power of such Department of Labor." The organic act in this respect manifestly contemplated a special report. Therefore, on the 9th day of January, 1917, after careful preparation over a considerable period and with the aid of experienced employees of the classified service, a special report was made and transmitted by the Secretary of Labor to Congress.[12] As yet Congress has taken no action on this special report.

Mediation and Conciliation.—One of the most important requirements of the Department of Labor is that under which the Division of Conciliation has been organized in the Office of the Secretary as noted above. It is embodied in section 8 of the organic act[13] as follows:

> The Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever, in his judgment, the interest of industrial peace may require it to be done.

No other provision having been made by Congress for organizing a bureau or statutory division for the purpose of administering the power thus created, it has been administered from the beginning by the Secretary of Labor under his own immediate direction.

At first, from total lack of appropriations for the purpose, the Secretary was obliged to draw such assistance as could be spared from bureaus organized for collateral purposes. Notwithstanding that handicap, however, and others of a kind that usually obstruct the development in practice of novel administrative functions, appreciable progress was made at once in conserving the interests of industrial peace. In the following years and supported by direct though altogether inadequate appropriations, the Division of Conciliation in the Office of the Secretary has been established. Its work, which has been of extraordinary value to all parties affected by industrial disputes, has been described in considerable detail from year to year in the reports of the Department down to and including 1919.[14] For the year 1920 the work of this departmental agency is accounted for in Part II of the present report.

Employment Service.—In his first report the Secretary of Labor suggested that the Division of Information in the Bureau of Immigration might be developed into an effective national employment agency for promoting the fundamental purpose of the Department of Labor as defined by the organic act.

The Division of Information had been established in 1907 as part of the then Bureau of Immigration and Naturalization (later the Bureau of Immigration), for the purpose of promoting a beneficial

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[12] For full copy of this special report see Department Report for 1917, pp. 94–103; also appendix to this report, *post*, pp. 226–233.

[13] See appendix.

[14] Department Reports as follows: 1913, pp. 14–23; 1914, pp. 21–50; 1915, pp. 9–34; 1916, pp. 10–53; 1917, pp. 50–56; 1918, pp. 12–95; 1919, pp. 27–120.

distribution of aliens admitted to the country. Why not utilize it for promoting a beneficial distribution of citizens also?

In connection with this suggestion, the Secretary insisted that workers should not be directed to labor markets already supplied in excess of opportunities for their profitable employment. Such a policy, which was frequently urged upon the Department, would have stultified the fundamental purpose prescribed by its organic act, namely, to "foster, promote, and develop the welfare of the wage earners of the United States." [15]

Following the Secretary's suggestion, the functions of the Division of Information were experimentally utilized for employment purposes in behalf of citizens and aliens alike. As the division had been placed by Congress in a Department charged with promoting the welfare of the wage earners of the United States, its function of promoting a beneficial distribution of aliens was regarded as having been inferentially enlarged so as to include citizens. This experiment was first made with reference to harvest help just at the close of the fiscal year 1914, and with reference to factory employment at about the same period. The particulars of the experiment and its development from 1914 to 1920 into the United States Employment Service are set out in the annual reports from 1914 to 1919, both inclusive.[16]

DEPARTMENTAL LABOR POLICY.

The Department of Labor was created in the interest of the wage earners of the United States. This is expressly declared in that clause of the first section of the organic act, which reads:

> The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.

Accordingly the Department has been administered in all its activities with reference to the just interests of wage earners and to the promotion of their industrial and social welfare. In that declaration of the organic act, there is, of course, no authority to foster, promote, or develop for wage earners any special privileges. Nor has the Department attempted or desired to create or foster special privileges for anyone. Wage earners are already heavily burdened with special privileges in favor of other interests. It should be their aim to abolish or modify these, rather than to secure special privileges for themselves.

Organizations.—Neither has the Department regarded wage earners who are associated together in unions as the only wage earners for

[15] Department Report of 1918, p. 43.

[16] Department Reports of 1914, pp. 50–57; 1915, pp. 34–45; 1916, pp. 53–73; 1917, pp. 67–94; 1918, pp. 199–219 and 673–729; 1919, pp. 276–302 and 885–1056.

whom the law requires it to be solicitous. Created in the interest of the welfare of all wage earners in the United States, whether organized or unorganized, the Department has been administered in the interest of all from its beginning.

Inasmuch, however, as ordinarily it is only through organization that the many of any industrial group or interest can become articulate with reference to their common needs and aspirations, the Department has usually been under the necessity of turning to labor organizations for definite and trustworthy advice with reference to wage-earning interests. Official intercourse with individuals as such has practical limits which organization and representation alone can expand.

Manifestly, the Department of Labor must invite the confidence and encourage the coopertaion of responsible labor organizations and their accredited officers and committees if it is to serve its prescribed purpose through an intelligent and effective administration of its authorized functions. It has, therefore, sustained friendly relations with labor organizations. This it had to do and ought to continue to do in the interest not only of all wage earners but also of efficient administration and the general welfare.

Nevertheless, the Department has not in that respect been exclusive. Similar relations with unorganized wage earners, to the extent that this is practicable, also with employers and their organizations, to the extent to which they themselves permit, are likewise a duty of the Department which it has scrupulously performed.

The great guiding purpose—the purpose that has governed the department at every turn, the purpose that should continue to govern it, the purpose that should be understood and acquiesced in by everybody, is the purpose prescribed by the organic act, namely, **promotion of the welfare of the wage earners of the United States.** In the execution of this purpose the element of fairness to every interest is of paramount importance. The Department has therefore made fairness between wage earner and employer, between wage earner and wage earner, between employer and employer, and between each and the public as a whole the supreme motive and purpose of all its activities. The act of its creation is construed by it not only as a law for promoting the welfare of the wage earners of the United States by improving their working conditions and advancing their opportunities for profitable employment but also as a command for doing so in harmony with the welfare of all industrial groups and all legitimate interests, and by methods tending to foster industrial peace through progressively nearer realizations of the highest ideals of industrial justice.[17]

[17] Department Reports of 1913, pp. 7–9.

Adjustment of Differences.

As an executive department devoted to the just interests of wage earners, the Department of Labor has been guided in all its activities by recognition of the historical fact declared in its first annual report,[18] that its establishment was demanded by the logic of industrial progress.

Organization begetting further organization, the relation of employer and wage earner has come to be no longer personal or individual. It is usually a relationship between groups of employers on one side (such as corporation stockholders) and groups of workmen on the other. Employers act collectively through their own chosen agents—corporation managers, factory or mine superintendents or foremen, labor brokers, or the like—who, in hiring laborers, represent collective or federated business interests.

This method of employment, generally necessary for success in modern industry, gives to employers great contractual advantages over wage earners. Unless wage earners also act together they are manifestly at such a practical disadvantage as seriously to menace their industrial interests and their social welfare. Yet employers who themselves act collectively are often averse to dealing collectively with wageworkers. It is over this point that labor disputes frequently spring up and become bitter. That was the question on which a majority of the employer group, although a small minority of the whole, overruled the labor group and the public group at the President's Industrial Conference of 1919, thereby preventing that unanimity of the three groups which the rules of the conference imposed as a condition of agreement.[19]

In most instances in which employers accord to workmen practical recognition of the right of collective bargaining which they themselves exercise, fair relations are maintained. But in any circumstances, however honest, differences may arise. Then it is that the Department of Labor, through public agents experienced in controversies of like character, can probably find, as it often has found, common grounds for agreement which the disputants, in their eagerness for advantage or in the heat of controversy, have overlooked. From growing experience and accumulated knowledge and skill the Department of Labor has learned how, even in the more difficult cases, to appeal with pacifying and prosperity-promoting effect to the good citizenship and the sane self-interest of both parties. Though no common grounds for compromise be discovered, the Department may stimulate, as it often has stimulated, a conciliatory spirit on each side sufficient to bring the two sides, each none the less convinced, perhaps,

[18] Department Reports of 1913, pp. 68–69.
[19] Department Reports of 1919, pp. 18–26.

of the righteousness of its own cause, to a manly agreement to submit their unreconciled differences to fair arbitration and to mutual and uncoerced acceptance of awards.

In any of three ways, the welfare of wage earners can be fostered while the prosperity of employers and the peace and good order of society at large are conserved. First of these in order of preference are adjustments by collective bargaining. Next comes mediation. Arbitration is the third and final resort short of industrial warfare.

Throughout nearly eight years of responsible experience with labor disputes, this Department has demonstrated that, wide apart as differences may be at the start, they can be settled to the profit of all interests whenever both sides are fairly disposed. Those demonstrations have been made under greater embarrassments than the Department need be hampered with as conciliatory dispositions grow among conflicting industrial groups and Congress awakens to the importance of promoting industrial peace. Cordially supported by Congress, this Department should be able to make industrial mediation (which spells industrial peace) universally popular with both the employing and the wage-earning interests of the country. Thus far, organized wageworking interests have as a rule accepted it, whereas organized employing interests have as a rule opposed it.

Collective Bargaining.

Difficulties of adjustment are of course greatly increased if either party refuses to bargain collectively. In this connection it is not uncommon for organized employers to overlook a controlling principle. They urge the enforcement, against labor organizations, of collective bargains by law. But collective bargains are not of a kind that can be so enforced fairly.

A moment's consideration will make the reason plain. If in collective bargaining the representatives of the wageworkers agreed to supply certain workmen on certain terms, and the representatives of the employers concerned, agreed to give steady employment to those or that number of workmen on such terms, the contract might fairly be subject to legal enforcement. For then it would impose an obligation upon both sides.

But there is no such mutuality in collective bargains between employers and labor organizations. The employer does not and can not agree to give steady employment to all the wage earners concerned, nor to any specified number. He only agrees to certain terms if he does employ, and to the extent that he employs. Fully to appreciate the point one need but imagine a sales bargain between a dealer and a manufacturer for the supply by the latter and pur-

chase by the former of certain goods at certain prices. This would be a fairly enforceable contract, because each party could be held to account for a breach. But if the dealer engaged to pay a certain price only if and for what he might actually buy in the future at his own discretion there would be no mutuality of obligation. To enforce performance by the manufacturer, since he could not enforce correlative performance by the dealer, would then be unfair. A like principle of fairness applies to collective bargaining between employers and wage earners.

Employers do not agree to employ a certain number of laborers for a certain period at certain wages. All they agree to do, and all that collective bargaining requires of them, is to pay certain wages for certain work to the wageworkers whom they at their own discretion actually employ. Consequently the wageworkers who are included in such a bargain could have no legal claim, either as groups or as individuals, except as they were actually employed by the other party to the bargain and at his discretion. Were he to quit employing, he would quit paying wages without breaking any legal obligation under his contract. But if they were to quit working, they would not only lose their wages but they would be legally guilty of a breach of their contract. There would be no fairness in making such contracts enforceable at law.

Collective bargains are in the nature of "gentlemen's agreements," in contradistinction to legally enforceable contracts. They are made in good faith by both parties, under the circumstances of the time and upon an implied understanding that these circumstances will not change to the serious detriment of either side. They are not to be broken lightly; but when industrial circumstances alter, so that their enforcement would place either side in an unexpected plight whereby the other would unexpectedly profit, they should not be enforceable beyond the point at which the side thus prejudiced is willing, acting in good faith, to have them enforced. Were they legally enforceable the employing side would be free, in a contingency prejudicial to that side, to ignore its contract with impunity by restricting or stopping output as unprofitable; yet if the contingency were prejudicial to the wage earners, they could not quit work without subjecting themselves to penalties of the law for a breach.

To permit collective bargains to be legally enforceable, would be to discourage the making of them; to leave their fulfillment to the good sense and good faith of each side, would encourage their making and thereby promote industrial peace.[20]

[20] See report of Industrial Conference called by the President, Part IV, subd. 2, in the appendix.

WAR-TIME ACTIVITIES.

Upon the severance of diplomatic relations between our Government and that of Germany, February 3, 1917, this Department began to adapt itself to war service. Modern warfare is no longer a mere military undertaking. Although battle courage and military skill are as necessary as ever to achieve military victories, wars are fought not only between armed men but also between the factories, the workshops, and the mines of contending nations. Consequently, warfare efficiency is dependent as well upon man power in industry as upon man power on the battle field. It follows that a central labor administration and a consistent labor policy were of the utmost importance to this country in its recent conflict. If at the beginning of the war the Department of Labor had not existed, Congress would have been obliged to create such a Department.

Departmental work had been so adapted to the new currents of industrial activities at the time when war was formally declared, April 6, 1917, as to enable the Department to assist other branches of the Government, and contractors under them, with efficiency and effect. Some of its war activities were distributed among its bureaus; others were pursued in the Office of the Secretary. They continued unabated and with increasing expansion and efficiency until after the armistice.[21]

The President's Mediation Commission.

Not long after the United States entered the war the President found it necessary to appoint for war purposes an industrial mediation commission, from the investigations of which there evolved a large extension of the Department of Labor's functions and numerous additions to the number of its subdivisions for their administration. This commission was known as **the President's Mediation Commission.** Appointed in the summer of 1917, it reported in January, 1918. The necessity for its appointment arose out of labor controversies in the Southwest and Northwest which had seriously checked the output of such war materials as copper, lumber, and oil. Since those controversies were apparently due to general causes, the commission was authorized to investigate, in its discretion, and to make such specific adjustments as might be required. The President designated the Secretary of Labor as chairman of this commission. After several months of constant investigation in the copper districts of Arizona, the oil fields of California, the Northwest timber districts, and other sections where industry had been disturbed by

[21] Department Reports, 1917, pp. 9–51, 67–82, 88–94; 1918, pp. 11–148, 169–174, 182–188, 191–194, 199–200, 201–219; 1919, pp. 11–209, 235–236, 255, 275, 276–285.

labor unrest, including Chicago, where a strike in the meat-packing establishments was threatened, the commission transmitted to the President a report which summed up its work in a concise description of the causes of labor difficulties in the United States.[22] This report concluded with the following recommendations:

The causes of unrest suggest their own means of correction:

1. The elimination to the utmost practical extent of all profiteering during the period of the war is a prerequisite to the best morale in industry.

2. Modern large-scale industry has effectually destroyed the personal relation between employer and employee—the knowledge and cooperation that come from personal contact. It is therefore no longer possible to conduct industry by dealing with employees as individuals. Some form of collective relationship between management and men is indispensable. The recognition of this principle by the Government should form an accepted part of the labor policy of the Nation.

3. Law, in business as elsewhere, depends for its vitality upon steady enforcement. Instead of waiting for adjustment after grievances come to the surface there is needed the establishment of continuous administrative machinery for the orderly disposition of industrial issues and the avoidance of an atmosphere of contention and the waste of disturbances.

4. The eight-hour day is an established policy of the country; experience has proved justification of the principle also in war times. Provision must of course be made for longer hours in case of emergencies. Labor will readily meet this requirement if its misuse is guarded against by appropriate overtime payments.

5. Unified direction of the labor administration of the United States for the period of the war should be established. At present there is an unrelated number of separate committees, boards, agencies, and departments having fragmentary and conflicting jurisdiction over the labor problems raised by the war. A single-headed administration is needed, with full power to determine and establish the necessary administrative structure.

6. When assured of sound labor conditions and effective means for the just redress of grievances that may arise, labor in its turn should surrender all practices which tend to restrict maximum efficiency.

7. Uncorrected evils are the greatest provocative to extremist propaganda, and their correction in itself would be the best counter-propaganda. But there is need for more affirmative education. There has been too little publicity of an educative sort in regard to labor's relation to the war. The purposes of the Government and the methods by which it is pursuing them should be brought home to the fuller understanding of labor. Labor has most at stake in this war, and it will eagerly devote its all if only it be treated with confidence and understanding, subject to neither indulgence nor neglect, but dealt with as a part of the citizenship of the State.

The Advisory Council.

Partly as a result of the investigations and conclusions of the President's Mediation Commission and partly in consequence of proposals from other sources, the Secretary of Labor early in 1918 organized an **Advisory Council** composed of men and women repre-

[22] Department Reports of 1918, pp. 12–28.

sentative of employers, wageworkers, and the general public. This council made many recommendations, nearly all of which were adopted and put in operation either in their original form or with necessary modifications. The general plan involved a reorganization of the existing subdivisions of the Department of Labor so as to improve their suitability for war-emergency purposes. It also provided for additional subdivisions of the Department and for methods by which they could be brought into proper administrative relations with bureaus in other departments as well as those in the Department of Labor. In carrying this general plan into effect frequent departures from specific recommendations of the Advisory Council were made, but the recommendations were closely adhered to in principle.[23]

The National War Labor Board.

Upon the advice of the Advisory Council, the Secretary called a joint conference of employers and wageworkers, represented by five delegates from the National Industrial Conference Board (employers) and five from the American Federation of Labor (wageworkers), inviting each set of delegates to choose a chairman to preside on alternate days. This conference unanimously recommended the creation of a **National War Labor Board.** The Secretary of Labor thereupon appointed such a board, and the action of the conference and the Secretary's appointments were approved and proclaimed by the President. Thereafter and until June 30, 1919, that joint board functioned in the Department of Labor to the general satisfaction of all interests concerned.[24]

War Labor Policies Board.

The organization problems considered by the Advisory Council included one with reference to regulating certain relations of subdivisions of the Department of Labor to subdivisions of other departments. For instance, for fixing wages and determining working conditions there were adjustment boards and agencies in nearly every production branch of the Government. As their work frequently conflicted it was extremely desirable that their varying policies be unified so that they might function harmoniously in the adjustment of labor disputes. To harmonize these discordant agencies the Advisory Council recommended and the Secretary of Labor organized the **War Labor Policies Board.**

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[23] Department Reports of 1918, pp. 95–98. Ex-Gov. John Lind, of Minnesota was the chairman of this council.

[24] This is the board of which ex-President Taft and Hon. Frank P. Walsh were "joint chairmen." See Department Reports, 1918, pp. 99–111; 1919, pp. 120–132 and 1161–1298.

Its function was to reconcile interdepartmental differences as to administration with reference to labor matters and to recommend to the Secretary unified labor policies for harmonizing the industrial activities of separate branches of the Government. Although it was created by the Secretary of Labor and operated under his direction, it included representatives of the War Department, the Navy Department, the Department of Agriculture, the United States Shipping Board, the Emergency Fleet Corporation, the Fuel Administration, the Food Administration, the Railroad Administration, and the War Industries Board, as well as the Department of Labor.[25]

Woman in Industry Service.

The Advisory Council included among its recommendations a plan for the special consideration of such labor problems as involve women, but lack of funds made it impossible to carry out the plan until the beginning of the fiscal year after which it was proposed. When organized, this service was charged with the duty of developing standards and policies to insure effective employment of women while conserving their health and welfare, to keep in close touch with the other subdivisions of the Department of Labor, each of which has a relation to women in industry, and to coordinate such work in other Federal departments. Its aim was to unite in the active carrying out of a consistent and rounded program by all the agencies which touch various phases of the problem of women wage earners. At the outset it was confronted by problems involved in a rapidly increasing reliance upon the work of women as a reserve labor force when men were being withdrawn for military service at the rate of a quarter of a million a month. This rapid increase in the employment of women constituted a peculiar war problem. Fundamentally, however, the purpose of the Department of Labor in its relation to women in industry is identical in peace and in war, and while the problems of women in industry during the war differed in form from similar problems in time of peace, the fundamental tasks were so much alike that the experience gained in dealing with them during the war offered a basis for postwar organization. This service was therefore continued by Congress upon the recommendation of the Department from the beginning of the fiscal year 1920 as the **Women's Bureau.**[26]

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[25] This is the board of which Felix Frankfurter, as Assistant to the Secretary of Labor, was chairman. See Department Reports of 1918, pp. 115–118; 1919, pp. 135–139.

[26] Department Reports of 1917, pp. 71–74; 1918, pp. 118–124; 1919, pp. 139–159 and 1131–1159.

Information and Education Service.

A more immediate and extensive diffusion of informative and educational matter than could be effected through the statistical bureau of the Department becoming imperative in the emergency of war, the **Information and Education Service** was established in July, 1918. Its function was to assemble and give proper publicity to war activities of the Department during the war period and to stimulate public sentiment with reference to the utilization of labor in production. Besides the multifarious routine work in which this service engaged, it was instrumental in procuring a valuable report, through the Gundlach commission of employers, on the attitude of European employers toward adjustments of labor disputes, the views of European working groups and their leaders, and methods and plans of European Governments for allaying labor unrest. It also brought about, under the direction of the Secretary of Labor, the Conference of Governors and Mayors, which was held at the White House in the spring of 1919.[27]

The work of this service included a News Division, whereby material was supplied to the 5,000 largest newspapers, special feature stories to the Sunday newspapers, and material to prominent magazine writers who used it for stories produced in their own way; an Information Division, which sent public speakers to business, labor, and civic organizations; an Industrial Plants Division, which operated exclusively among workers in factories and other industrial plants to familiarize them with war policies of the Government and to promote the sale of Liberty bonds; and an Economics Division, which prepared material furnished by the other three divisions, thereby serving as a check on the work and to prevent the various divisions from overlapping. The Economics Division issued various reports, the most important, The Economics of Construction, being the most complete study of the construction industry ever issued by any governmental or private agency.

The home-building campaign was carried on by the Information and Education Service through its Economics Division. At the close of the war the country was confronted by absolute stagnation in the building trades. At the same time there was a great shortage of dwellings. Considering these conditions, and also the fact that the building industry stimulates every other industry—it being almost impossible to build and furnish a house without making demands upon almost every other line of business—the Department of Labor authorized the Information and Education Service to institute a campaign for both public and private construction.

[27] Department Reports of 1918, pp. 129–132; 1919, pp. 171–186 and 1091–1129. The director general of this service was Roger W. Babson.

In consequence of this campaign, public works throughout the country which had been held in abeyance were begun and completed; private interests also were encouraged to begin building. The home-building campaign was promoted not only by means of publicity but also through conferences with interests controlling materials, with banks controlling money, and with labor unions. Unfortunately, some real-estate interests in a few cities twisted the campaign into a home-buying campaign, with a view to promoting the purchase of homes already built. But these instances were few, and on the whole the campaign was far-reaching and effective in promoting construction. Had the Department been permitted to continue its work there would now be fewer complaints of house-shortage. By building their own homes wageworkers would be creating homes for themselves, saving money, and stimulating employment. They would also be conserving good order.

When the home-building campaign was begun the cost of building was 25 per cent more than before the war. There was also a downward tendency in some prices, a decline which was predicted also in building lines. This operated as a check upon the movement. Some of the best economists of the country were, therefore, requested to analyze the situation with care and report. These men came to the unanimous conclusion that whatever might happen to other commodities, the cost of the cement, bricks, lumber, and labor required for building would increase rather than decrease during 1919 and 1920. The Department of Labor announced this conclusion through the Information and Education Service. It was criticized for it, but subsequent events have fully justified its course. Instead of decreasing in price, building materials have continually risen, until now it costs about 50 per cent more to build a house than when the home-building campaign was begun. As it was a mistake to infer that building materials would decline in price, so it was a mistake to suppose that an era of home-building would increase the prices of homes, as some of the opposition implied. House rentals and prices increase with an inadequate rather than with an adequate supply. It is to be regretted that a continuance of the home-building campaign was prevented by circumstances over which the Department had no control.

United States Training Service.

Among the instructions of the President to the Secretary of Labor directing him to form a war labor administration was one calling for "a satisfactory method and administration for training of workers" and "an agency for dilution of skilled labor as and when needed." **The United States Training Service** (at first called the Training and

Dilution Service) was accordingly instituted in July, 1918. Its organization and activities are described in the annual reports of the two years of its existence, during which it stimulated industrial training.[28] Among the most valuable contributions to the practical literature of industry are its series of bulletins, which comprises the following: "How to start a training department in a factory," "British methods of training workers in war industries," "Training employees for better production," "Training labor for peace time," "Labor turnover and industrial training," "Industrial training and foreign trade," "Some advantages of industrial training," "Efficient training in a large plant," "How training departments have bettered production," "Industrial training in representative industries," "Training in industrial plants," "Training workers in the women's cloak and skirt industry," "Training in the rubber industry," "Training in the shoe industry," "Courses of instruction in piano making," and "Foremanship training courses." This service found that "labor wants an open way to self-development, a real opportunity for self-advancement, and that through a system of practical industrial training, intensive but thorough, lies more of such opportunity than in any of the present accepted types of education." For lack of appropriations this valuable industrial service was abandoned with the close of the fiscal year 1919.[29]

Investigation and Inspection Service.

The object of this war service was to make quick investigations of acute industrial situations, reporting the facts promptly to such other subdivisions of the Department as were authorized to deal with the subject matter. It did not make investigations upon its own initiative, but only upon authoritative requests. Such requests came from the Office of the Secretary, the Division of Conciliation, the Employment Service, the Division of Negro Economics, the Bureau of Immigration, the Training Service, the Woman in Industry Service, and the Working Conditions Service. Extensive investigations were made also for the War Industries Board and the Ordnance Department of the Army. With the close of the fiscal year 1919 the Investigation and Inspection Service was discontinued.[30]

Bureau of Industrial Housing and Transportation.

War emergencies necessitated and Congress authorized the establishment of this agency for building houses for industrial workers and providing for their transportation. To fulfill contracts, war in-

[28] Department Reports of 1918, pp. 125–129; 1919, pp. 163–171.
[29] Department Reports of 1919, pp. 168 and 171.
[30] Department Reports of 1918, pp. 124–125; 1919, pp. 159–163.

dustries were obliged to add thousands and tens of thousands to their armies of wageworkers. These additional workers had to be drawn from all parts of the country, and to be provided with homes near their places of work. That was the emergency. How it was met is told in detail in the reports of the Department of Labor for 1918 and 1919.[31]

The initial expenses were paid out of emergency war-funds which Congress had placed at the disposal of the President. But definite authority from Congress was early granted to the President to provide housing for war needs through such agencies as he might direct, and pursuant to this authorization the President placed the work under the direction of the Secretary of Labor. In order to facilitate promotion of the gigantic enterprise the Secretary of Labor organized a corporation under the laws of the State of New York. This was necessary for two principal reasons.

If all the details of the work had been done by or under the direction of the Secretary in his official capacity, the current income from rents, etc., would have gone directly into the Treasury as received and could have been paid out only upon congressional appropriation. There would, therefore, have been no current income out of which to meet current expenses in a businesslike way. This embarrassment was obviated by incorporating a business establishment which, resting upon congressional appropriations for working capital, could use its current receipts for current expenses and pay over into the Federal Treasury from time to time such profits as might be realized.

The other principal reasons for incorporating lay in the fact that these housing operations, if managed as an enterprise for the Federal Government (which is not subject to local taxation), would be dependent upon the public utilities of the localities in which the operations were carried on, yet with no pecuniary responsibility for a just share in the maintenance of those utilities the cost of which its operations would have greatly enhanced. Counsel for the Housing Bureau advised that a corporation owning and operating the housing properties would be subject to local taxation for local purposes, while the Government would not be, thereby placing the Department in a position where it could properly contribute its share toward maintenance of the utilities which it must use. The United States Housing Corporation was therefore organized. The Secretary was later advised by counsel for the corporation that the corporation itself was but an agency of the Government and was not subject to local taxation. Consequently, the second principal reason for the creation of the corporation was not achieved,

[31] Department Reports of 1918, pp. 132–138; 1919, pp. 187–196.

and later Congress directed that all money collected by the corporation for rentals, lodging, board, salvage, sales, or from other sources should be covered into the Treasury and its operations conducted solely through appropriations.

As the corporation was completely under the control of the Secretary of Labor, to whom its stock was issued and who held the resignations of its officials, expenditures of congressional appropriations were at all times subject to his official direction. The purpose and effect of incorporating was to give business mobility to an undertaking which, though governmental in its objects and capitalization, was a business enterprise in its operative details. There can be no question that in the development of the housing projects the creation of the corporation, which had been authorized by Congress itself, served a useful purpose.

Commission on Living Conditions.

This adjunct to the Housing Service did not come into existence until a few days before the armistice. Its plans for war work were therefore soon altered to adapt them to postwar conditions, and with the close of the fiscal year of its organization it dissolved.[32]

The Working Conditions Service.

Safety of labor conditions especially in the production of munitions was one of the emergencies of the war. To meet it Congress authorized the **Working Conditions Service.** It was organized at the beginning of the fiscal year 1919, but, notwithstanding its importance as a peace-time as well as war-time agency, it was allowed by Congress to dissolve with the close of the fiscal year of the armistice. The Department's Annual Reports for 1918 and 1919 show how valuable an adjunct to the Department of Labor this service was while it lasted.[33]

Division of Negro Economics.

Early in the war—even before our country entered it—a stream of Negro migration from the Southern States caused much concern with reference to the planting and harvesting of crops in that region. The attention of this Department had been called to the movement in June, 1916, when it appeared that employers at the North, chiefly railway corporations, were inducing an exodus in aid of their labor supply which had fallen off enormously. Some of this Negro migration northward had been effected through agencies of the United States Employment Service already established in the Department. Upon being informed of the circumstances the Department's facili-

[32] Department Reports of 1919, pp. 196–198.

[33] Department Reports of 1918, pp. 138–140; 1919, 198–204, 1057–1089. The late Grant Hamilton was director general of this service.

ties were withdrawn from group migration, although they were continued at the service of individual citizens regardless of race. In addition the Department set on foot, in the summer and fall of 1916, an investigation into the causes of the exodus. For that purpose it utilized competent Negro investigators as well as immigration and employment officials. This exodus even then presented an acute phase of labor war-problems. It became more acute upon our entering the war. Great concern was immediately expressed at the probable loss of southern crops through the Negro migration northward. For this reason the Department instituted a further and more systematic investigation. This investigation was supervised by James H. Dillard, of Charlottesville, Va. (formerly a professor and the dean in Tulane University, and at the time of his call to this war service president of the Jeanes and Slater funds for Negro education in the South), who, at the special request of the Secretary of Labor, undertook the work as a volunteer. The report is an illuminating public document.

Later, upon recommendation by the Advisory Council, a **Division of Negro Economics** was established in the Office of the Secretary for investigating and advising the Secretary with reference to labor problems, both north and south, in which the interests of the 10,000,000 Negro citizens of this country might be involved. The work of that division demonstrated the importance—if not, indeed, the absolute necessity— of maintaining this war-emergency agency in the Department of Labor in times of peace, and accordingly Congress was asked to provide for its continuance. The Appropriations Committee of the House of Representatives recommended it along with like recommendations regarding the Women's Bureau and the Employment Service, but all three were excluded from the appropriations bill in the House as matter of parliamentary procedure, by one objection; and although the Women's Bureau and the Employment Service appropriations were restored to the bill by the Senate, that body failed to restore the appropriation for the Negro service. This service, however, has been continued by the Secretary as a necessary but temporary postwar service until the 4th of March, 1921. It will then dissolve automatically unless Congress may meanwhile provide for its continuance.[34]

War Activities of the Permanent Bureaus.

Bureau of Labor Statistics.—War emergency work in the Department of Labor was not done alone by subdivisions established especially for that purpose. The regular and permanent subdivisions

[34] Department Reports of 1917, pp. 79–81; 1918, pp. 111–115; 1919, pp. 182–185. As director of this division the Secretary appointed Dr. George E. Haynes, a graduate of Yale, a postgraduate of Columbia University, and at the time of his appointment a professor at Fiske University.

also, to the fullest extent of their limited powers, turned the currents of their several activities into war channels. The Bureau of Labor Statistics, the oldest bureau of the Department, and, as already explained, the statutory nucleus of the Department itself, was especially serviceable in war time through its gathering and classification of facts bearing upon war-labor necessities and policies.[35]

Bureau of Immigration.—Another of the permanent bureaus of this Department, which engaged in war-emergency work, was the Bureau of Immigration. This bureau had the care of certain interned alien enemies,[36] supervision of maintaining the integrity of the seamen's law under disturbing war conditions,[37] and enforcement of passport regulations.[38] It was also concerned with employment problems and a variety of other services incidental to war conditions.[39]

Children's Bureau.—This permanent bureau also had its full share of war responsibilities, its most conspicuous being its "Children's Year Activities."[40]

Less conspicuous among its activities was its service with reference to war-risk insurance. When the United States entered the war, this bureau immediately began a study of child welfare in the belligerent countries so far as information could be gathered from official reports and other sources accessible in this country. The welfare of children, evidently of profound importance to warring nations, is seriously menaced both by absence of fathers at the front and hardships incident to civilian life; and in the various countries studied it was found that special war allowances for dependents were made and that Canada, our nearest neighbor, with whom we have many standards of life in common, had developed some new features in an effort to provide adequately for soldiers and their families. Especially unique was the Canadian provision for insuring the lives of soldiers. It was not governmental. Certain municipalities paid premiums for their soldiers, and at least one city insured directly. These examples in Canada appeared so important that it seemed wise to study them at first-hand because of their bearing on a possible governmental insurance for the military forces of the United States, and this country is indebted to S. Herbert Wolfe, an actuary of recognized standing, for his generous services in going to Canada at the request of the Children's Bureau of this Department in April, 1917, and pre-

[35] Department Reports of 1917, pp. 165–172; 1918, pp. 160–162 and 235–243; 1919, pp. 225–227.

[36] Ibid., pp. 103–107 and 175–178; 1918, pp. 172 and 141–143.

[37] Department Reports of 1918, pp. 170–172 and 487–497; 1919, pp. 236–237 and 581–588.

[38] Ibid., p. 169; 1919, pp. 235–236.

[39] Department Reports of 1917, pp. 173–178; 1918, pp. 169–177 and 247–258, 470–482, 1919, pp. 235, 330–334.

[40] Ibid., p. 425; 1918, pp. 180, 191–194, 567–568, and 573–577; 1919, pp. 255, 724–730.

paring the report on "The Care of Dependents of Enlisted Men in Canada," which was published by the Department of Labor about 60 days after war was declared by the United States. That report shows that Canada had developed certain elements in a system of care for the soldier, including insurance, rehabilitation, and allowances to dependents which should be included in any complete governmental scheme designed to make the economic status of the soldier and his family at home secure. It was seen that the Canadian method could be extended and adapted so as to form a universal governmental provision creating a plan of voluntary insurance and recognizing the right of the soldier to compensation benefits upon a scientific basis analogous to that which the compensation laws for industrial workers had already recognized. A further report, "Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents," was prepared at the special suggestion of the Secretary of Labor by Mr. (then Capt.) Wolfe, who had been detailed for the purpose to the Department of Labor by the Secretary of War. This latter report assembles the data regarding provisions in foreign countries which might be of value in drafting a provision for the United States. To effect its purpose a committee was formed under the committee on labor of the Council of National Defense, and the measure which resulted in the war-risk insurance law was drafted. While many distinguished authorities and specialists contributed to that final action, the preliminary work embodied in the reports mentioned above was a basic contribution.

Bureau of Naturalization.—The war services of this, the youngest permanent bureau of the Department and the only one the creation of which as a bureau was coincident with the creation of the Department, had to do principally with facilitating the naturalization of aliens in the military and naval service of the United States.[41]

United States Employment Service.

The nucleus for a national employment agency as a war service had been created in the Bureau of Immigration as early as 1907. But in the enactment of the immigration law of that year, recognition of the need for a Federal employment service had not gone further than the desirability of making a wise distribution of aliens. As already explained in this report, however,[42] subsequent circumstances dictated the extension of that policy to citizens also. A public employment service having been organized in a limited way in the Bureau of Immigration in 1907, under the direction of the Division

[41] Department Reports of 1917, pp. 475–477; 1918, pp. 199–200 and 583–584; 1919, pp. 275, 753–754.

[42] *Ante*, pp. 24–25.

of Information, when it became necessary in 1914 to meet an industrial emergency requiring a national service, the Secretary of Labor adopted the Division of Information as the departmental agency for that purpose. His statutory authority for doing so appears in part in the section of the immigration law of 1907 creating the Division of Information, and in part in the organic law of the Department. Continued thus through the Secretary's action under the urge of industrial need, the **United States Employment Service** had grown from its one agency in New York in 1914 to an extensive national organization with scores of public employment stations, when the United States entered the World War. At that time, however, it had become evident that the connection of this service with the Bureau of Immigration was a handicap for general employment purposes and might be a serious one under war conditions. As a war measure, therefore, it was divorced from the Immigration Service in the autumn of 1917 and made a service in the Office of the Secretary. Its activities in war time were too many and too much complicated with peace-time functions to permit of restatement and reinterpretation in this summary. For full and trustworthy information and a clear understanding, reference must be had to the Department's annual reports.[43]

Conciliation.

With the beginning of the war the number of labor disputes calling for departmental mediation increased suddenly and enormously, and a majority of the employers and employees involved showed a keen desire to secure the good offices of Department of Labor conciliators. In many instances the conciliators were able to bring about agreements and to avert threatened strikes. Governmental necessity for full production stimulated the commissioners of conciliation to make every effort to secure satisfactory adjustments, with the special purpose of preventing stoppages of work and consequent loss to the country in output. Vastly increased production was thus facilitated. Though employers often refused to deal with committees representing their own employees, none refused to discuss the merits of their labor disputes with the conciliators of this Department.

The opportunities thus afforded each side to learn the real position of the other soon bore fruit. Strikes that would have involved thousands of workers were quietly averted and industrial peace maintained. All this was accomplished without publicity and the consequent excitement which invariably attends industrial disturbances

[43] Department Reports of 1917, pp. 67–94 and 339–359; 1918, pp. 173–174, 201–219, 459–486, and 673–729; 1919, pp. 276–302 and 885–1056.

when heralded in the press. Requests for conciliators came to the Department from governmental agencies as well as from unofficial employers and employees. These applications increased fourfold in an amazingly brief period following the declaration of war. They came from the Department of War, the Department of the Navy, the Council of National Defense, the Shipping Board, the War Industries Board, and other agencies which had been created for the conduct of the war. It was the policy of the Department of Labor not to endeavor to impose its viewpoint upon either the worker or the management, but rather to find some basis mutually acceptable even though not mutually satisfactory. The work of mediation is not judicial in character; it is not to listen to both sides and then determine the rights and wrongs of the matter, nor to pass judgment and then enforce its decision. Its work is diplomatic rather than judicial. It is in this spirit that problems of conciliation in labor controversies have always been approached by the Department—not only in peace time but also in war time. In line with that purpose the conciliators were often able to remove barriers which kept employers and employees from meeting on common ground. This paved the way for more friendly relations and a broader grasp of conflicting interests. The fact was brought home to each side that there may be another side to any dispute. Seed was thus sown which bore fruit in modifications of working conditions, greater consideration on one side for the rights of employees, and, on the other, better understandings of problems of employers. Labor discovered that it had a standing in the Government machinery of its country whenever its demands were based on its industrial and constitutional rights, while employers found in the Department a barrier to unreasonable exactions.[44]

Departmental Cabinet.

With the increased number of subdivisions of the Department of Labor which war emergencies necessitated, and the interlacing of their functions, the Secretary found it desirable to hold regular cabinet meetings composed of the heads of all the subdivisions. The members of this cabinet, which continued to function until after the close of the fiscal year 1919, were the Assistant Secretary, the Solicitor (both as such and as Acting Secretary), the Chief Clerk, the Chief of the Division of Conciliation, the Director of the Division of Negro Economics, and the heads of the statutory bureaus and of the war-emergency services.[45]

[44] Department Reports of 1917, pp. 11–66; 1918, pp. 80–95; 1919, pp. 27–120.
[45] Department Reports of 1918, pp. 140–141; 1919, p. 204.

AMERICANIZATION.

As early as 1915 this Department, through its Bureau of Naturalization, engaged actively in the work of qualifying aliens for American citizenship as soon as they declare their intention of abjuring their native allegiance and assuming American allegiance in its stead.

For a governmental department to engage in such work with aliens who have not declared that intention might be regarded as unfriendly by their own Governments. It could be understood as implying that our Government does not welcome immigrants unless they intend to become citizens. But when a resident alien formally abjures his native allegiance and declares his intention of becoming an American as soon as our laws permit, the time is ripe for training him up to the citizenship he has voluntarily declared his intention of applying for. It is not enough for the Bureau of Naturalization merely to oppose applicants who are not qualified when they apply; it should encourage and assist them to devote the two years or more between their declarations of intention and their formal application for citizenship, to recognizing the rights that American citizenship confers and learning the duties it demands.

In that spirit the Bureau of Naturalization, under the direction of the Secretary of Labor, began its work of Americanization by bringing declarants for citizenship directly in contact with the public schools of the United States. Theretofore the only attention given by public-school authorities directly to candidates for citizenship had been to petitioners for naturalization. Until they petitioned for citizenship, declarants were neglected. The story of the development of this and further work is a long one. Beginning at a time when the declarant received no welcome, no official attention, the bureau had in its fifth year of this work brought into immediate cooperation with it over 3,000 public school administration units. Although the story is a long one, it is nevertheless intensely interesting, and the work of which it tells is likely to increase in civic usefulness as Americanization under the act of Congress of May 9, 1918, proceeds. Under that act a Director of Citizenship has been appointed in the Bureau of Naturalization. So far as voluntary organizations cooperate with this official directorate, they contribute to the realization of that ideal of Americanization which demands that *all* shall be governed, that they shall be governed *by* all, and that their governing shall be *for* all.[46]

[46] Department Reports of 1916, pp. 459–506; 1917, pp. 507–551; 1918, pp. 198–199 and 604–610; 1919, pp. 272–275 and 783–862.

LABOR OUTINGS.

In developing methods for supplying help in harvest time the Department was confronted with a special problem. Not only is the demand for help in the grain belt intense during the harvest season but so far as it is supplied from outside the workers usually have no employment to which they may return when the harvest season ends. The problem thus presented might be solved, and other employment problems with it, by arrangements with industrial establishments for making their not unusual but irregular suspensions of work at such times and for such periods as would permit their employees to engage in suitable seasonal work. Not only would this assist in solving seasonal problems; it would tend to make steadier the work of the industrial establishments themselves. To make up for their shortages of output from these seasonal suspensions, the industrial establishments would increase their output the rest of the year and therefore their demand for labor. It is true that the seasonal demands for harvesters can not be filled from all kinds of industrial establishments, the physical strain of harvesting being exceptionally severe upon workmen unaccustomed to it. But a sufficient supply could be obtained to meet harvesting needs; and, by rational organization for the purpose, those who went to the harvest could be returned to their regular work at the season's end. For workers incapable of doing heavy harvest work there are other seasonal employments.

Rationally organized, some such system could be made beneficial alike to the employers of both city and country and to the workers themselves. Nor need it be all work and no play. Going to seasonal employments in organized clubs or groups, and under the supervision of competent officials of this Department. workers who volunteered would soon find that industrially useful system taking on the better characteristics of "personally conducted" excursions.

Experiments in the grain belt would have been made but for the expense of transportation. Inasmuch as railroads could not give special rates to this Department for the promotion of its labor-distribution work without making those rates universal, the Department found it impossible to arrange for transporting workers on practicable terms, no matter how willing the railroads themselves might have been to cooperate. This is one of the reasons why the Department in its annual recommendations repeatedly asked for an amendment to the interstate-commerce law enabling the commission in its discretion to approve such special arrangements as the Department might find it possible to make between itself and railroad companies for the transportation of workers under its official charge or guidance.[47]

[47] Department Reports of 1915, pp. 41–42; 1916, p. 128.

PUBLIC LANDS AND EMPLOYMENT.

Another special problem with reference to appointments for profitable employment challenged the attention of the Department in 1915. In the Department's report of that year, this problem was explained and suggestions made for solving it as follows:

The labor-distribution work of this Department should extend to some such development of the natural resources of this country as will tend to make opportunities for workers greater than demands for work and to keep them so. For this purpose further legislation will be necessary. But it need not be either voluminous or revolutionary. Nothing more is required than a judicious utilization of Government lands.

Title to some of the old public domain still remains in the Government. By a recent decision of the Supreme Court Congress is soon to have the power, and to be under an obligation, to treat with land-grant railroads regarding the terms on which large areas of that domain heretofore granted away may be restored. There are extensive areas of privately owned but unused farming land in most or all of the States, which might be acquired by the General Government for promoting labor opportunities as advantageously as other areas have been acquired or retained by it for the creation of public parks. If Congress were to adopt, with reference to those lands, a policy of utilizing them for promoting opportunities for employment, the benefits of the labor-distribution work of this Department, and of State and municipal public employment offices throughout the United States, would be vastly augmented.

For such a policy the homestead laws seem to afford a legislative basis and their history to furnish valuable suggestions. Those laws relieved the industrial congestions of their day by opening the West to workers of pioneering spirit who set up individual homes and created independent farms in waste places. But the day of the individual pioneer is over. From the Atlantic he has moved westward until the Pacific throws him back again into crowded spaces, and new forms of industrial congestion have consequently developed. To the relief of these, the old form of homesteading is not adapted; but the homesteading principle persists. The problem is how to adapt that principle to changed circumstances.

One necessary condition is that the General Government shall retain title to the public lands it already holds. Another condition is that from time to time it shall reacquire title to such lands, formerly owned by it but now privately owned, as are held out of use and may be reacquired upon reasonable terms. Still another condition is that the Government from time to time shall acquire title to such privately owned lands in different States as may be usefully devoted to the purpose of opening opportunities for employment. All this need not be done at once. A satisfactory beginning may be made with public lands already available for the purpose in question. But it is necessary that the Government shall not lightly divest itself of title to any lands it may set aside for labor opportunities. Regulation of private tenures created pursuant to this purpose should fit the circumstances of particular cases. It is therefore suggested that private titles to lands set aside for the indicated purpose be so adjusted by the Department of Labor to its work of labor distribution as to prevent inflation of land values. This precaution is of extreme importance. Wherever inflation of land values might enter in, the proposed method of promoting labor distribution would be obstructed.

There is still another essential condition. Equipment for farming and education in farming, as well as a place for farming, are needed. All three, however, could be met by an appropriate unification of some of the activities of the Departments of the Interior, of Agriculture, and of Labor. Pursuant to such unification, Congress might provide a "rotary fund" for lending purposes; that is, a fund to be used over and over again for those purposes, and to be maintained by repayments of loans. Out of this fund Congress could authorize the departments named above to make loans, through the Department of Labor, to settlers placed by this Department upon lands set aside for that purpose in accordance with the authorized plan for thus augmenting labor opportunities. Those loans could be safeguarded, without commercial collateral, by resting them upon the best possible basis of industrial credit—ability, opportunity, and character—and by establishing in connection with them a system of community credits adapted to the circumstances.

By their educational processes the Department of the Interior and of Agriculture could make efficient farmers of inexperienced but otherwise competent workers seeking that vocation. By its marketing plans the Department of Agriculture could guard borrowers from the "rotary fund" against commercial misfortune in disposing of their crops. By its labor-distribution functions the Department of Labor could bring the right men to the right places on the soil and settle them there under favorable circumstances. And by their several appropriate functions these three departments, cooperating under appropriate legislation, could multiply demands for labor in rural regions and minimize labor congestion at industrial centers.

It is a reasonable prediction that such a policy would develop in country and city an economically independent and socially progressive population. The results would be analogous in our time to those of the homestead laws at an earlier period.[48]

This subject, growing in importance with succeeding years, attracted general attention toward the close of the war and with reference especially to provision for returning soldiers. Meanwhile, expert investigations resulted in two reports on the subject which this Department has published in pamphlet form. One is entitled "Disposition of the Public Lands of the United States with Particular Reference to Wage-Earning Labor" and the other "Employment and Natural Resources." Further investigation became impossible from lack of appropriations, but those reports lay a firm foundation for legislative action and offer abundant material for general as well as official thought.[49]

DEPARTMENTAL RECOMMENDATIONS PRIOR TO 1920.

From the period of its organization the Department of Labor has made recommendations to Congress on various subjects related to its functions. Attention may properly be recalled to them at this time and in this place.

[48] Department Reports of 1915, pp. 43–45.

[49] Department Reports of 1916, pp. 70–73; 1917, p. 153; 1918, pp. 145–148; 1919, pp. 205–209.

Interstate Commerce in Private Policemen.

Inasmuch as by the white-slave act, which the courts have sustained, Congress has recognized the principle that interstate commerce is not confined to commodities, the subject of interstate commerce in private policemen, troops, guards, etc., for industrial purposes was presented to Congress in the first annual report of this Department, from which the following quotation on the subject is made:

> There would seem to be no reason now why the transportation of private troops, or private police, or armed guards, or armed mobs, whether by employers or strikers, from one State to another, under commercial contracts, should not be regarded as coming fully within the scope of congressional authority over interstate commerce. Though Federal control of such interstate traffic was regarded as unconstitutional in 1893, it would appear by analogy to be regarded as within constitutional sanction now. The evil being still great enough to demand such congressional legislation as may be constitutional, I hereby commend the subject to Congress for consideration.

This recommendation was repeated in 1916.[50]

Receipts and Expenditures.

In 1914 the Department called attention to the fact that by some of its work it passes into the Treasury large sums annually which ought to be credited to its support.[51] This subject is more definitely referred to in Part II of this report.

Destructive Explosions at Ellis Island.

A recommendation proposed in the report of 1913 and repeated in that of 1914 called attention to the fact that the immigration station at Ellis Island was in almost daily danger from the near-by loading and unloading of explosives.

Congress had lodged no power anywhere to regulate the handling of explosives in interstate commerce on *water*, although it had regulated the handling of explosives on *land*. This recommendation and its repetition were inspired by a damaging explosion near Ellis Island prior to 1913. A subsequent explosion—July 30, 1916—caused the recommendation to be again repeated and with added urgency in the Department's Reports of 1916 and 1917.[52] Congress has not yet acted on the subject.

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[50] Department Reports of 1913, p. 67; 1916, pp. 121–126.

[51] Department Reports of 1914, pp. 17, 89, and 90.

[52] Department Reports of 1913, pp. 39–40; 1914, pp. 96–97; 1916, pp. 101–103 and 126; 1917, pp. 195 and 367–368.

Delegation of Administrative Authority.

To facilitate administration a recommendation was made in 1915 and subsequently repeated, asking that section 179 of the Revised Statutes be amended by adding a clause empowering any official assigned by Executive order to perform such duties as the head of the department to which the President assigns him may prescribe.[53]

Alien Voting.

In 1916 a former recommendation that Congress take steps to put an end to voting by aliens who have gone no further toward citizenship than making the required preliminary declaration was repeated.[54]

Retirement Pensions.

Another recommendation of 1916 subsequently repeated was to the effect that there be provided through legislative enactment an equitable system of retirement from the classified service of the Government, a system which would best subserve the interests of efficiency and economy, and at the same time insure fair financial provision for those who, through long and faithful service, are entitled to some consideration in their declining years.[55] This has now been done, though somewhat imperfectly.

Employment and the Public Lands.

A recommendation of the same year, made to enable this Department to improve its work of labor distribution, proposed legislation with reference to the utilization of public lands and community credits so as to enable the Department not only to seek "manless jobs" for "jobless men," but to open opportunities for "jobless men" to employ themselves.[56] This recommendation was again urged by the Department with reference to probable demands upon the public domain for soldier settlements. In the latter recommendation the following statement was made:

Land grants to soldiers of earlier wars have passed into the hands of land speculators without much benefit to the soldiers for whose relief they were intended. A better system would seem desirable now. Returned soldiers should be placed upon public land and helped to make their living there. but without investing them with absolute tenure rights, useless to them, but attractive to

[53] Department Reports of 1915, p. 87; 1916, pp. 127–128; 1917, p. 153; 1919, p. 303.
[54] Department Reports of 1914, p. 98; 1916, p. 127.
[55] Department Reports of 1916, pp. 128–129; 1917, p. 153; 1919, p. 304.
[56] Department Reports of 1915, pp. 43–45; 1916, p. 128; 1917, p. 153; 1918, pp. 221–224; 1919, pp. 305–306.

speculators. For this purpose the Crosser colonization bill, now pending in the House of Representatives, seems well adapted in principle and easily adaptable in terms. Without explicitly recommending the enactment of this particular bill, the Department urges legislation of the colonization type for rehabilitation of soldiers who earn such recognition in the war, as well as for wage earners in general."

In a recommendation of 1918 the Department explained that it had been for more than three years engaged upon a comprehensive study of the problem of discovering new and profitable opportunities for employment, and proceeding it said:

In the course of its investigations it has availed itself of the expert assistance and advice of many persons in other departments. Although the war has intensified the basic problem and introduced certain new factors, it has in no essential respect altered any of the chief elements. Consequently, I believe that the plans already formulated will require extension rather than alteration. Although novel expedients have been suggested, it has seemed best to proceed in accordance with historical precedents, and to pursue a course that is justified by our own experience and by that of other nations. Such experience, as well as the undoubted necessity for a continuous augmentation of the world's food supply for many years to come, indicates that a more extensive as well as a more intensive use of our natural resources must be made. The soil is and must remain the chief working opportunity for large numbers of the Nation's wage earners. It is therefore desirable and imperative that a comprehensive policy with regard to the public domain be established. The same problem was before us more than a half century ago. Access to the public domain was provided by the homestead law of 1862 and further privileges extended specifically to soldiers in 1872. The results of this policy were beneficial in that they provided work for unemployed persons, but such benefits were also accompanied by grave evils. Too frequently the efforts of the settler, who was not inured to the hardships of the frontier or familiar with agriculture, resulted in failure.

Isolated from his fellows and remote from the advantages of the city, the pioneer achieved only after a long struggle such form of organization as rural life now possesses. Other nations have profited by our bitter experience in this respect and have, in consequence, abandoned homesteading or the method in which the settler is merely provided with a land title and left like Robinson Crusoe to work out his own salvation. For the uncertainties of homesteading there should be substituted an orderly, properly planned scheme of colonization, in which the Federal Government shall establish and equip not only individual farms but also link them together into organized communities. Rural planning should be brought into play in order to make life in the rural districts attractive and in order to stem the movement from the farms to the cities. Settlers should likewise be protected from the evils of land speculation. The liberal grants of former years to soldiers were of almost no value to the supposed beneficiaries, because of the speedy transfer to persons who were primarily interested in the resale of such lands at higher prices. Speculation and inflation are evils which it has been found possible to correct in the experience of our associated belligerents. I therefore favor the adoption of some form of tenure which will lay less stress upon titles and more upon actual use by occupants. The absolute tenure does not seem to be well adapted to public colonization since it is useless to the working settler and attractive to

[8] Department Reports of 1917, p. 153.

the speculator. There are several other forms of tenure, including the perpetual leasehold, better adapted for our purposes. I therefore recommend the early enactment of such legislation as may be necessary to permit the preparation of the public domain for this purpose. Such legislation should provide for the purchase of such privately owned areas as it may be found desirable to add to the public areas. Nor should our efforts be considered as limited to agriculture. Great areas are, by reason of natural adaptation, necessarily destined for forest uses. The wasteful methods in vogue in the past in the lumber industry have resulted in the practical destruction of our finest forest areas. The policy has been to treat trees as deposits of wood above the surface and of the same nature as mines, which are deposits of mineral below the surface. These deposits have been destroyed one after the other without regard for the needs of the future.

At the same time the industry has been a movable one, operated in the main by men the nature of whose work denies them homes or marriage or even votes. No one who has the interest of America at heart can look forward with tolerance to the growth or continuance of a body of migratory workers who in the nature of the case must have lower social and moral standards than their fellows and a hatred for the law which they have never known except in its repressive aspect. Happily, the possession of the national forests gives us an opportunity to apply the principles of colonization to timberlands also. The substitution of scientific silviculture for timber mining will give us an opportunity to establish permanent forest communities where local self-government, marriage, and education are possible. In presenting these recommendations at this time, I regard it unnecessary to point out further possibilities, of which the foregoing will serve as an example. In setting forth the necessity for land settlement I am not unmindful of the vast numbers who must again find places in our complex industrial organization. It is too early at present to forecast accurately the industrial organization or needs of our Nation after the war. All the properly adapted facilities of the Department of Labor are at present engaged in the study of those problems of reconstruction peculiar to manufacturing and secondary industry; and from time to time I shall have recommendations and conclusions to present based upon such studies. No such doubt, however, exists with regard to primary industry, and I urge legislation in accordance with the principles laid down in the foregoing paragraphs. Legislation upon this important subject should include three minimum provisions: (1) Possibilities of commercialized speculation in titles must be guarded against. (2) Colonists must be given access not only to land but to farms, not the bare soil, but fully equipped agricultural plants ready to operate. (3) The farms themselves must be welded together into genuine communities by provision for roads, schools, and markets, under the general supervision of the Federal Government. The primary principle involved is not the use of men for the development of land, but the development of land for the use of men. With regard to machinery for putting these provisions into effect, I reccommend the organization of a board consisting of the Secretaries of the Departments of Agriculture, Interior, and Labor for the further organization and supervision of the general plan. Regardless of the machinery by which it is put into operation, whatever legislation is granted should recognize the cardinal principle that the natural resources of the Nation are for the common good of all and should be accessible on such terms as to discourage speculation and exploitation and to reward diligence and thrift.[36]

[36] Department Reports of 1918, pp. 221–224.

Employment Service.

In connection with its employment work the Department has recommended that the Interstate Commerce Commision be vested with authority to authorize exceptional rates of railroad fare for the purpose of enabling the Department of Labor to place unemployed persons where their labor is in demand.[59] Also that labor exchanges engaged in interstate business be placed under the supervision of this Department,[60] and that a Federal Employment Bureau be created.[61] On this general subject the Department in 1918 made the following statements and recommendations with special reference to employment for returning soldiers:

The Department looks forward to the day when our victorious soldiers will return to their peaceful and customary pursuits and join once more in the upbuilding through industry of the Nation which they have defended by force of arms. Nor is the Department unmindful of the fact that the overwhelming mass of our armies is drawn from the ranks of wage earners, and that when their military task is done these men will return to the ranks of wage earners. It would be an ungrateful Nation, indeed, which did not deem it its first duty to assure to its returned soldiers honorable and profitable employment. It has been the unfortunate experience of the armies of other nations that gratitude has been too frequently confined to words, and men who have risked their lives have too often been released from military life to find an industrial condition where there were more men than opportunities for work. In consequence, such men have frequently submitted to the humiliation of accepting alms. The Department, therefore, believes that the problem of providing profitable employment for our returned soldiers is its first duty. To believe otherwise would be to violate the spirit of the organic act of the Department. "The purpose of the Department of Labor," says this act, "shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment." It is in furtherance of this injunction that the Department has created and extended the United States Employment Service. The duties of this service, in brief, are to bring together the manless job and the jobless man. It is therefore contemplated to use its full resources in minimizing such unemployment as shall occur. And, indeed, if there were an equality between the numbers of men wishing employment and the opportunities for employment, this liaison would be sufficient. Even in the most prosperous periods, however, there is a disparity between the actual number of wage earners and the number that our industries can absorb. Under the most favorable circumstances this unemployed surplus is such as to give rise to grave social and industrial problems. So long as this basic condition persists, it is apparent that the mere bringing together of men and jobs is not sufficient. In order to provide for this surplus, we must do more than seek for employment among opportunities already existing. We must correct the disparity itself. Consequently, the Department faces the further duty of creating new opportunities for employment.[62]

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[59] Department Reports of 1915, p. 88; 1916, p. 128.
[60] Department Reports of 1914, p 97; 1916, pp. 126–127.
[61] Department Reports of 1916, p. 127.
[62] Department Reports of 1918, pp. 221–222.

In the year 1919 the Department recommended legislation permanently establishing the Employment Service with liberal appropriations.[63]

Training Service.

In 1919 the Department recommended legislation to continue the work formerly conducted by the Training Service, with the idea of establishing a means whereby wage earners may continuously advance in industrial growth and development.[64]

Per Diem Allowances for Subsistence.

Also in 1919 the Department recommended an increase of the per diem allowance for subsistence to officials and employees when traveling, such allowance having continued to be the prewar allowance of $4 a day, which, at the time of the recommendation, was equivalent to only $2.27. The recommendation was for an increase of from $4 to $6.[65] No increase has been made.

CONCLUSION OF PART I.

With the fiscal year that ended June 30, 1919, the same fiscal year in which hostilities in the great World War were suspended by the armistice of November, 1918, the first division of this report comes to a close. It has told the story of the long agitation for an executive department devoted to the interests of wageworkers as the Department of Agriculture is to farmers and the Department of Commerce to business interests.

It also explains, though briefly in the text yet fully by footnote references to previous reports, the difficulties of organization and the proposals and accomplishments of the Department in its infancy. No other department of the Federal Government has been organized and developed under such trying circumstances. Before this Department had been fairly organized the greatest war of history broke out in Europe, and in a little while our own cis-Atlantic Republic was involved not only in the industrial turmoil but in the fighting, too. The industrial life of America shifted overnight. To meet that emergency a virtual reorganization of the Department on a gigantic scale in comparison with its peace-time adjustments was forced upon it.

Its business with other departments was multiplied in importance and complexity as well as in volume. Its statistical bureau was plunged into fact-gathering work for warfare instead of peace.

[63] Department Reports of 1919, pp. 305–306.
[64] Ibid., pp. 304–305.
[65] Ibid., p. 305.

Its Immigration Bureau had its regular functions of supervising immigration diverted to defensive activities with reference to enemy aliens. The Children's Bureau faced novel and extraordinarily vexatious problems. The Naturalization Bureau was drawn into the work of naturalizing legions of aliens who had come into our military service. In the Office of the Secretary the work of the Conciliation Division assumed new and extremely difficult forms, while the Employment Service expanded from a skeleton organization to a work-finding and man-placing agency of national magnitude intensely organized.

Besides those permanent subdivisions of the Department which were drawn into wider and more difficult channels of service by the war, there were many temporary subdivisions which it became necessary to create and harmonize. Interdepartmental complications called for an interdepartmental labor-adjusting agency; labor disputes in activities involving war efficiency necessitated a board for speedy and unprejudiced decisions upon the merits of such disputes; the coming of women into war industries involved a women's subdivision in the Department; the relations of Negroes to industry made a Negro subdivision necessary; the importance of industrial training, of expert investigations, and of keeping the public properly and promptly informed, demanded subdivisions especially charged with those responsibilities.

All that was done with reference to those and all other activities of the Department during the war may be learned in detail by reference to the preceding part of this report and the annual reports to which it refers for verification and amplification. So also of the peace-time work of the Department prior to the war and of its post-war work since the armistice.

From a dream of American wageworkers more than half a century ago, the Department of Labor, securely established and efficiently organized, holds its intended place in our National Government—a truly American agency for promoting the prosperity of wageworkers in harmony with the just interests of all other workers.

PART II.

Report for 1920.

Having had so many new and perplexing problems thrust upon it in the course of its original organization and in connection with the World War, the Department of Labor was hardly able to adjust itself to its normal peace-time functions until the present fiscal year, beginning with July, 1919, and ending with June, 1920. It was then for the first time fully free to turn to the task of perfecting the one executive department of our Government that deals intimately and sympathetically with the men, women, and children of our country whose living depends wholly upon their own work.

OFFICE OF THE SECRETARY.

The Office of the Secretary now comprises the Secretary of Labor, the Assistant Secretary, a News-Release Officer, the Solicitor (who is also Acting Secretary under certain circumstances), the Chief Clerk, the Disbursing Clerk, a Division of Publications and Supplies, an Appointment Division, a Division of Negro Economics, an Advisory Committee on alien appeals and warrants, a Bureau of Industrial Housing and Transportation, and the Division of Conciliation.

The Chief Clerk.

Functions.—The Chief Clerk has general supervision of the clerks and employees of the Department and the superintendency of all buildings occupied by the Department in Washington. He supervises expenditures of appropriations for the contingent expenses and rents, and attends to such miscellaneous business in the Office of the Secretary as is not otherwise assigned.

Department quarters.—The Department proper occupies a 9-story modern building at 1712–1722 G Street NW. This is a modern fireproof building containing 63,994 square feet net of floor space. The lease on this building expires on July 1, 1922, but is renewable for five years additional. At the beginning of the fiscal year the Children's Bureau, the United States Employment Service, and the Women's Bureau occupied space in Food Administration Building No. 2. On February 1, 1920, the Public Buildings Commission di-

rected the Department to move these bureaus to Fuel Administration Building No. 3, known as temporary building No. 4, in which building they occupy 27,313 square feet net of floor space. At the present time this is adequate for their needs. The occupancy of one of these temporary buildings by bureaus of the Department is viewed with alarm by its officials. The buildings are not fireproof and the valuable records of the Department are in constant danger. Danger to life also, while minimized by the fact that the buildings are only two stories high, is always an outstanding feature. The Department is in accord with and will do everything to assist the Public Buildings Commission in the effort to reduce the amount of rented space occupied by the Government buildings in Washington; but one of two things should be done—the Government should either erect modern fireproof structures to house its employees, or rent sufficient space of that description for the purpose.

During the fiscal year the Bureau of Industrial Housing and Transportation was provided for in the Homer Building, Thirteenth and G Streets. Upon the failure of Congress to provide for rent for the fiscal year 1921 the Department was forced to request an assignment of space from the Public Buildings Commission, and the commission was allotted 4,662 feet of space in the Hooe Building, 1330 F Street, for this purpose, effective July 1, 1920. This is a modern, fireproof building, and the bureau reports that it is well suited to its use. The local office of the United States Employment Service, which during the previous fiscal year occupied the entire four-story building at 1410 Pennsylvania Avenue, a Government-owned store and residence building, has, because of the decrease in the appropriation, been forced to curtail its activities, and now uses but two floors in that structure.

Personnel.—The Department during the year has been seriously handicapped by inability to secure competent help, and in a number of cases by failure to retain the services of many competent employees whose services were bid for by private employers, offering greater remuneration and opportunities. It is very difficult to secure competent stenographers and typists at the salaries available. It has been the policy of the Department to fill the higher-grade places by promotion. This leaves the vacancies in the lower grades, and it is almost impossible to secure competent employees to fill these vacancies. The Department in its estimates for the fiscal year 1921 requested an increase of 22 clerks to replace the 17 clerks detailed from the various bureaus and to take care of the additional work left by the war services discontinued the first of that year. None of these places were granted. The Secretary's Office has been forced to retain most of these details, and now has 15; the services of these clerks

are much needed by the bureaus to which they belong. The Department has suffered an additional hardship in the loss of seven clerks through the operations of the retirement act, and under the law these places can not be filled. It is hoped that Congress will act favorably on the report of the Reclassification Commission or take some other means of increasing the compensation of the employees, as the salaries now paid are not comparable with those paid in private employment for like service, nor are they adequate to a proper standard of living as shown by statistics of this Department.

Library.—The need of increased assistance for the library of the Department to enable it to keep up with its current work has become very pressing. No increase in the staff has been made since the organization of the library over three years ago, although the volume of work to be done has more than doubled in that period. The library now serves a much larger group than before, and there has been a steady increase in the use of its unique resources by other Government offices, as well as by investigators from outside the Government service. The pressing importance of labor problems makes it more than ever essential to the research work of the Department that its library should keep its files of current publications up to date and fully indexed. The cataloguing at present is very seriously in arrears. The library needs immediately three additional assistants. Equally urgent is the need of providing more adequate salaries for the library staff. These are at present much below the prevailing Government rates of compensation for work requiring equivalent training and experience. The positions transferred from the bureau rolls, which were assigned to library work some years ago, can not now secure thoroughly trained library assistants who will stay in the service. During the last two years the staff of the library has completely changed with the exception of the librarian. On the side of efficiency this is particularly serious, because a library requires continuous service. The developing knowledge of the collection which comes with years of experience is something which can not be turned over to a new assistant, and its withdrawal represents a serious loss in efficency. The library needs an increase in the appropriation for books and periodicals to meet the greatly increased cost of all such publications, amounting in the case of some of the foreign publications to almost 100 per cent. There has been, moreover, an enormous increase in the number of books and periodicals published that deal with economic problems, which should be added to the collection; but owing to lack of appropriation only a limited number of these can be purchased.

Appointment Division.

There was an increase of 58 employees in the Bureau of Naturalization, 5 in the Women's Bureau, and 1 in the Office of the Secretary, making a total increase of 64 employees, though there was a reduction in the force of the Department both in Washington and in the field of 3,568 employees, making a net reduction of 3,504 employees, or 55 per cent. It is to be noted that a very large proportion of the employees of the United States Employment Service are paid a nominal salary, due to the fact that State, county, and municipal offices are cooperating with this service in its various activities.

Officials and employees in the Department of Labor, 1919 and 1920.

Bureau or office.	Statutory.	Nonstatutory.	In District of Columbia.	Outside District of Columbia.	Total July 1, 1920.	Total July 1, 1919.	Increase (+) or decrease (−) during year.
Office of the Secretary	119	.....	119	.....	119	118	+ 1
Commissioners of conciliation	.....	23	.....	23	23	79	− 56
Bureau of Labor Statistics	112	19	108	23	131	251	− 120
Children's Bureau	75	100	75	100	175	175	.....
Bureau of Immigration	65	1,710	78	1,697	1,775	1,838	− 63
Bureau of Naturalization	70	197	125	142	267	209	+ 58
U. S. Employment Service	.....	375	30	345	375	3,704	−3,329
Women's Bureau	.....	22	22	.....	22	17	+ 5
Total	441	2,446	557	2,330	2,887	6,391	−3,504

Changes in personnel.—The following tables indicate the number of changes in personnel throughout the executive offices and bureaus of the Department during the fiscal year ended June 30, 1920.

Appointments, year ended June 30, 1920.

Bureau or office.	Permanent.				Temporary.	Grand total.
	Competitive.	Excepted.	Unclassified.	Total.		
Office of the Secretary	17	2	.....	19	8	27
Commissioners of conciliation	5	28	.....	33	2	35
Labor Statistics	19	.....	.....	19	122	141
Children's Bureau	26	40	.....	66	177	243
Bureau of Immigration	170	56	1	227	468	695
Bureau of Naturalization	78	7	2	87	336	423
U. S. Employment Service	10	317	.....	327	140	467
Women's Bureau	6	.....	6	6	12	18
Total	331	450	9	784	1,265	2,049

The total number of appointments during the year aggregated 2,049, of which number 1,265 were of a temporary character. The latter includes short-term appointments, a large number of which were extensions, each action being considered an appointment, due to the fact that the same procedure was required in making an extension

as in issuing a new appointment. In the total figure of permanent appointments are included changes of employees from one position to another either by transfer from one bureau to another or temporary promotions, reductions, etc., each case requiring the issuance of a new certificate of appointment.

Separations and changes.—There was a total of 4,209 separations, 2,960 from permanent positions and 1,249 from temporary positions. The temporary employees were appointed for a short period and necessarily separated at the conclusion of the term, record being made of this fact. Thus, during the fiscal year, many persons are employed and separated several times. There were 4,420 miscellaneous changes, which include transfers from one station to another, cancellations, amendment of appointments, and similar actions.

Separations and miscellaneous changes in personnel during the year.

Bureau or office.	Separations.					Grand total.	Miscellaneous changes.
	From permanent positions.				From temporary positions.		
	Competitive.	Excepted.	Unclassified.	Total.			
Office of the Secretary	11	8	.....	19	40	59	98
Commissioners of conciliation	2	51	.....	53	5	58	31
Labor Statistics	28	3	.....	31	317	348	347
Children's Bureau	43	49	.....	92	112	204	272
Bureau of Immigration	239	65	3	307	339	646	1,496
Bureau of Naturalization	67	2	.....	69	317	386	486
U. S. Employment Service	122	2,256	1	2,379	115	2,494	1,457
Women's Bureau	1	.....	.....	1	3	4	31
Housing and Transportation	.....	9	.....	9	1	10	2
Total	513	2,443	4	2,960	1,249	4,209	4,220

Transfers.—The following table shows the number of transfers from and to the Department during the fiscal year ended June 30, 1920. They were few in number, only 25 being transferred to this Department from other establishments and two going from this Department to other establishments.

Bureau or office.	From—							To—		
	Treasury Department.	War Department.	Department of Justice.	Navy Department.	Interior Department.	Department of Commerce.	Total.	Treasury Department.	Navy Department.	Total.
Office of the Secretary	1	2	.....	.....	.....	.....	3	.....	.....	.....
Children's Bureau	1	2	.....	.....	.....	.....	3	.....	1	1
Bureau of Immigration	.....	12	2	1	1	1	17	1	.....	1
Bureau of Naturalization	.....	1	.....	.....	.....	.....	1	.....	.....	.....
Women's Bureau	.....	1	.....	.....	.....	.....	1	.....	.....	.....
Total	2	18	2	1	1	1	25	1	1	2

Disbursing Clerk.

Functions.—The disbursing clerk prepares requisitions for public funds from appropriations for the Department. He also pays its obligations and does the general accounting of the Department. Naturalization fees and moneys received by the Secretary of Labor from aliens in lieu of bond are accounted for by him. His report for the fiscal year follows:

Appropriations.—For the fiscal year ended June 30, 1920, the appropriations by Congress to the Department and its services were as follows:

Salaries, Office of the Secretary of Labor	$139,180.00
Salaries and expenses, commissioners of conciliation	200,000.00
Contingent expenses, Department of Labor	50,000.00
Rent, Department of Labor	24,000.00
War Labor Administration, 1919	39,912.00
Salaries, Bureau of Labor Statistics	217,140.00
Miscellaneous expenses, Bureau of Labor Statistics	104,250.00
Library, Bureau of Labor Statistics	300.00
Salaries, Bureau of Immigration	93,540.00
Expenses of regulating immigration	2,600,000.00
Expenses of regulating immigration, 1919	263,072.04
Immigrant station, Ellis Island, N. Y	175,000.00
Expenses of interned aliens, 1919–20	25,000.00
Enforcement of laws against alien anarchists	750,000.00
Expenses of deporting aliens	100,000.00
Refunds:	
Guanica Central of Ensenada, P. R	10.00
W. C. T. Jones Steamship Co	100.00
Salaries, Children's Bureau	106,040.00
General expenses, Children's Bureau	94,000.00
Investigation of child welfare, Children's Bureau	80,000.00
Salaries, Bureau of Naturalization	97,010.00
Miscellaneous expenses, Bureau of Naturalization	550,000.00
Naturalization fees, publishing of Citizenship Textbooks, Bureau of Naturalization	11,082.26
Woman in Industry (Women's Bureau)	40,000.00
U. S. Employment Service	400,000.00
Increase of compensation, Department of Labor	511,200.00
Printing and binding	200,000.00
Salaries and expenses, International Conference of Labor	64,462.46
Salaries and expenses, First Industrial Conference	9,147.57
Total	6,944,446.33

Expenditures.—Expenditures, arranged according to items of appropriation, are as follows:

Office of the Secretary:	
Salaries, Office of the Secretary of Labor—	
1919	$5,032.02
1920	131,357.27

Office of the Secretary—Continued.	
Contingent expenses, Department of Labor—	
1918	$2,730.52
1919	34,913.26
1920	34,576.64
Salaries and expenses, commissioners of conciliation—	
1918	19.49
1919	24,506.30
1920	176,921.25
Rent, Department of Labor—	
1919	2,000.00
1920	22,000.00
War Emergency Employment Service, 1919	48.22
Housing for war needs, 1918–19	5,570.41
National security and defense	1,745.47
National security and defense, 1919	209,648.92
War Labor Administration, 1919	150,665.69
Salaries and expenses, International Conference of Labor	51,952.38
Salaries and expenses, First Industrial Conference, 1920	8,213.27
Increase of compensation, Department of Labor—	
1919	11,268.04
1920	484,107.83
Total	1,357,276.98
Bureau of Labor Statistics:	
Salaries, Bureau of Labor Statistics—	
1919	7,061.97
1920	203,779.20
Miscellaneous expenses, Bureau of Labor Statistics—	
1918	16.41
1919	9,064.74
1920	91,477.25
Library, Bureau of Labor Statistics—	
1919	61.50
1920	265.20
Total	311,726.27
Bureau of Immigration:	
Salaries, Bureau of Immigration—	
1919	2,858.20
1920	85,646.10
Expenses of regulating immigration—	
1917–18	3,126.74
1918	30.00
1919	352,473.25
1920	2,347,200.60
Expenses of interned aliens—	
1917–18	1.95
1919–20	10,589.55
Enforcement of laws against alien anarchists, 1920	147,439.42
Immigration stations—	
Ellis Island, N. Y	140,513.87
Philadelphia, Pa	5,451.50

Bureau of Immigration—Continued.	
Refunds—	
Guanica Central of Ensenada, P. R	$10.00
W. C. T. Jones Steamship Co	100.00
Head tax	584.00
Total	8,097,312.18
Children's Bureau:	
Salaries, Children's Bureau—	
1919	4,025.42
1920	98,252.13
General expenses, Children's Bureau—	
1918	2,075.97
1919	13,006.62
1920	72,421.43
Enforcement of child-labor law—	
1917–18	37.49
1918	20.53
Investigation of child welfare—	
1918	468.57
1919	11,163.54
1920	71,115.99
Total	272,587.69
Bureau of Naturalization:	
Salaries, Bureau of Naturalization—	
1919	3,793.59
1920	91,002.16
Miscellaneous expenses, Bureau of Naturalization—	
1918	40.08
1918–19	51,197.24
1919	26,948.46
1920	462,977.75
Total	635,959.28
Woman in Industry, 1920	29,568.94
U. S. Employment Service, 1920	125,258.82
Grand total	5,829,690.16

In addition to disbursements by the disbursing clerk, the following expenditures in behalf of the Department were specifically made:

By special disbursing agents for—	
U. S. Employment Service	$1,017,878.73
Children's Bureau	13,247.40
Immigration Bureau	41,227.54
Claims settled by the Auditor for the State and Other Departments	178,413.36
Total	1,250,767.03

Miscellaneous receipts.—The following receipts from miscellaneous sources have been recorded during the year:

Gratuitous refund from private concerns account of travel		$28.63
Bureau of Immigration:		
Head tax	$2,925,459.00	
Fines	126,749.29	
Court costs	58.58	
Rentals and sale of exclusive privileges	2,466.70	
Telephone service	915.12	
Forfeiture of bonds	6,850.00	
Sale of Government property	166.62	
		3,062,665.31
Bureau of Naturalization:		
Naturalization fees	491,538.50	
Interest on naturalization fees	119.84	
		491,658.34
Miscellaneous:		
Proceeds of sales of government property		9,438.89
Total		3,563,791.17

Unexpended balances.—In accordance with the act of Congress of June 20, 1874 (18 Stat. L., 110, 111), the following unexpended balances of appropriations were covered into the surplus fund of the Treasury Department June 30, 1920:

Contingent expenses, Department of Labor, 1918	$1,834.27
Salaries and expenses, commissioners of conciliation, 1918	2.50
War Emergency Employment Service, 1918	100.09
National security and defense, Department of Labor	5,123.35
Expenses of regulating immigration, 1917–18	2,215.71
Expenses of regulating immigration, 1918	7,675.48
Expenses of interned aliens, 1917–18	3,254.75
Miscellaneous expenses, Bureau of Naturalization, 1918	940.78
Salaries, Bureau of Labor Statistics, 1918	18.89
Miscellaneous expenses, Bureau of Labor Statistics, 1917	520.20
Miscellaneous expenses, Bureau of Labor Statistics, 1918	8.65
Library, Bureau of Labor Statistics, 1918	11.42
General expenses, Children's Bureau, 1918	44.19
Enforcement child-labor law, 1917–18	62.51
Enforcement child-labor law, 1918	320.99
Investigation of child welfare, 1918	490.87
Increase of compensation, Department of Labor, 1918	40.38
Total	22,665.03

Division of Publications and Supplies.

Printing and binding.—The allotment to the Department of Labor for printing and binding made in the sundry civil act for 1920 amounted to $150,000. The deficiency act approved March 6, 1920, carried an additional $50,000, making a total for this fund of $200,000 for the year, which was apportioned by the Secretary as follows:

Office of the Secretary	$12,500
Bureau of Labor Statistics	101,000

Bureau of Immigration	$6,000
Immigration Service	19,000
Children's Bureau	30,000
Bureau of Naturalization	3,000
Naturalization Service and examiners	25,000
Women's Bureau	3,500
Total	200,000

Requisitions were made on the Public Printer for work covering the entire appropriation, on which he submitted bills for work done up to and including June 30, 1920, of $199,999.66, leaving an unexpended balance of 34 cents. Uncompleted and unbilled work remaining at the Government Printing Office on July 1, 1920, which will become a charge against the 1921 appropriation, aggregated $52,487.80.

Requisitions for printing and binding to the number of 1,405 were written during the year as against 2,959 for the fiscal year 1919, a decrease of 1,554, or 53 per cent.

The Monthly Labor Review.—The demand for this publication continued to increase during the year to such an extent that in order to meet it an edition of 21,000 became necessary. The great expense of printing this number, coupled with the serious shortage of paper, forced the Department to convert the Review into a subscription periodical. Arrangements were perfected with the superintendent of documents under which he will furnish the Review to subscribers at the nominal price of $1.50 a year or 15 cents a copy. The Department will maintain a small free list which will include all labor departments and bureaus, workmen's compensation commissions, and organizations exchanging publications with the Department.

Children's Bureau publications.—The child-care series of Children's Bureau publications still maintains the phenomenal popularity to which attention was called last year. That bureau also is distributing a very large number of leaflets and small pamphlets dealing with various phases of the same subject. These smaller publications are in very great demand, several millions of them having been distributed during the year.

Women's Bureau publications.—The Women's Bureau, created by act of Congress approved June 5, 1920, is, like the Children's Bureau, a publishing bureau. Its activities are expected to increase greatly during the coming fiscal year.

There were printed during the year for the United States Housing Corporation, United States Employment Service, Bureau of Naturalization, and the various labor conferences which were held here during the year 70,900 publications, 2 volumes miscellaneous binding, 3,555,500 blank forms, 375,500 letterheads, 52,500 envelopes, 22,000 index cards, 3,000 guide cards, and 50,000 memorandum sheets, for which bills in the amount of $22,723.93 were received up to June 30,

1920, which sum was paid from appropriations other than the printing and binding allotment of the Department.

Editorial work.—The editorial work of the division has been somewhat less in volume, and the high standard established during the incumbency of the former chief of the division has been maintained and in some respects still further improved. This is true, notwithstanding the fact that the force is entirely too small to handle, except by the most diligent and constant effort, the work that must be done.

There were 20,036 folios of copy handled during the year, as against 30,765 the year before, a decrease of 33 per cent. Galley proofs increased from 4,870 to 5,071 (4 per cent) and page proofs from 11,586 to 13,873 (20 per cent). Proofs of miscellaneous jobs decreased from 948 to 253 (73 per cent).

Books and blanks.—Requisitions for books and blanks filled during the year numbered 8,210, fewer by 4,836 than the year before. These requisitions included 6,002 from clerks of courts for naturalization blanks and 177 from representatives of the State Department for blanks for use in issuing passports.

Shipments of books and blanks numbering 89,772 and weighing a total of 513,264 pounds were made during the year; there were 8,223 shipments of supplies, weighing 408,217 pounds.

To fill the 8,210 requisitions for books and blanks, 11,484 books and 19,379,390 blanks were required.

Twenty-eight thousand five hundred and thirty packages of blanks, weighing 330,207 pounds, and 6,236 packages of supplies, weighing 437,381 pounds, were received, while shipments reached the number of 97,995, weighing 921,481 pounds.

Envelopes.—The Department placed, during the year, 165 orders for 3,002,175 envelopes, costing $7,600.97, as compared with 470 orders for 18,552,857 envelopes costing $39,770.06 in 1919; a decrease of $32,169.09. The decrease during the year was due to the discontinuance of the war services at the end of the previous fiscal year. The envelopes remaining after the closing up of the work of the war bureaus, together with a large number secured from other discontinued war services, were overprinted and used, the number being approximately 400,000, at a saving of approximately $1,200.

Printed stationery.—Requisitions for printed stationery to the number of 373 were filled during the fiscal year. Of these, 176 were from offices and bureaus of the Department in Washington, while 197 were received from services outside of Washington.

Distribution of publications.—On mailing lists and franks there were issued 1,989,994 publications as compared with 3,161,456 in 1919, a decrease of 37 per cent. Of these publications 510,100 were sent on mailing lists and 1,479,894 on individual franks which numbered 131,212.

Duplicating work.—Due to the abolishment of the various services organized for war activities the duplicating work was reduced something more than half as compared with the preceding year. Requisitions handled numbered 1,585; impressions taken, 2,449,549; photostatic reproductions 1,618; sheets folded, 752,536; envelopes sealed, 608,488; and envelopes addressed 387,494.

Supplies.—By act approved March 1, 1919, known as the legislative, executive, and judicial appropriation act, the sum of $50,000 was appropriated for the contingent expenses of the Department for the fiscal year ended June 30, 1920. This act further provided that a sum not in excess of $13,500 be taken from the appropriation "Expenses of regulating immigration, 1920" and added to the Department's contingent appropriation in order to enable the central purchasing agency of the Department (Division of Publications and Supplies) to provide certain supplies for the immigration field service. This made available a total of $63,500 to constitute the contingent fund of the Department.

More supplies were purchased in the open market during the fiscal year than in any similar period since the creation of the Department. This was due partly to the fact that many of the contracts entered into by the General Supply Committee, being limited to specific quantities, expired before the close of the fiscal year and partly to the fact that in some instances the General Supply Committee was unable to contract at all for certain supplies. Were it not for the most rigid practice of economy the Department would not have been able to supply the needs of its several bureaus and officials from this appropriation.

During the fiscal year there were filled a total of 1,596 requisitions for supplies, which necessitated the placing of 2,038 orders involving 3,292 items, at an aggregate cost of $46,770.90. There remains at the present time a balance of $3,229.10 available to offset any outstanding liabilities that may be properly chargeable to this appropriation, an amount which is deemed sufficient for that purpose.

Contingent, 1921.—In the legislative, executive, and judicial appropriation act approved May 29, 1920, $50,000 has been provided for the contingent expenses of the Department during the fiscal year 1921. Together with the allotment of $13,500 made by the same act from the appropriation "Expenses of regulating immigration, 1921," this sum makes $63,500 available for the contingent expenses of the Department. Due to the constantly increasing cost of supplies, both those contracted for by the General Suppy Committee and those purchased in the open market, together with the increase in the cost of fuel and telephone service, it is doubtful whether the needs of the Department can be met with this sum, even though the Department's established practice of rigid economy be closely adhered to.

Shipping.—A motor cycle with side van was purchased to augment the present motor equipment of this section and expedite the delivery of mail and the handling of the lighter delivery work. The acquisition of this equipment permitted the release of a motor truck to the General Supply Committee. This new equipment, together with the two motor trucks now in use, will in all probability be sufficient to permit the department to handle expeditiously the incoming and outgoing mails and its shipment of supplies.

Estimated contingent allotment for division, 1921.—It is estimated that the sum of $6,500 will be required for the contingent expenses of the division for the fiscal year 1921. Of this sum it is proposed to reserve $4,000 for the purchase of distinctive safety paper with special watermark upon which to print engraved certificates of naturalization. Experience previously gained leads to the belief that the balance can, with careful management, be made to meet the necessary expenditures of the division.

Centralized purchasing.—During the last session of Congress there was introduced, in both the Senate and the House, bills looking toward the establishment of a central purchasing agency to purchase, store, and issue supplies for all of the departments and independent establishments of the Federal Government and for the District government. Both bills contemplated a large clerical force, including specialist in each line of supplies purchased, together with huge warehouses, Government-owned wharves, and railroad trestles and spurs and sidings, the acquisition of which would, of course, call for the outlay of vast sums of money. In view of this enormous expense and the fact that regardless of what manner of centralized purchasing is employed there must always be maintained in each department and independent establishment a force practically equivalent to the supply force now being maintained, I am unable to see how any benefit or saving can accrue to the Government through the adoption of this measure. Such saving as may be effected through the purchase of large quantities at one time would undoubtedly be more than offset by the additional expense incident to this new scheme. Furthermore, another step would be added to the already slow and cumbersome procedure now necessary in the purchase of supplies, thus further retarding the work and placing a greater hardship on all branches of the service.

Recommendations.—During the year the division lost several trained employees. In view of the fact that employees in this division do not become of real value until after one or more years of training, it can readily be seen that the loss of such trained employees is a serious matter. Indeed with the present inadequate wage paid by the Government for practically all manner of services, the matter of maintaining a competent clerical force has become a

most serious problem. In fact, unless some means can be found whereby employees may be paid a living wage, it will be absolutely impossible to attract worth-while employees and hold their services in this work.

Division of Negro Economics.

The Division of Negro Economics,[66] established during the war to advise the Secretary and the chiefs and directors of the several bureaus and divisions of the Department on matters affecting Negro workers and their relations to white workers and employers, has proved of great value to the Department during the current year. It has been especially important because of the many labor problems arising out of changes in immigration and emigration of foreign-born workers, who supply such a large proportion of semiskilled and unskilled labor to northern industries.

Northern employers have found the services of Negro workers valuable, and southern employers have found their labor supply diminishing. The Negro worker, both north and south, has found his opportunities for better paid employment greatly widened and the interests of white workers have been correspondingly involved. This activity of the Department has been, therefore, of far-reaching benefit to both wage earners and employers. The promotion of ideas and plans for the cooperation of white employers, white workers, and Negro workers has been a most important piece of work and has in itself been sufficient justification for the continuance of what was originally an agency for war work alone.

Cooperation.—During the early part of the fiscal year considerable help was given by this division to the United States Employment Service and to special placement work carried on by the Secretary of War. The division assisted in securing positions for professional, technical, and clerical applicants.

With the curtailment of funds available for this work, it was possible to continue the services of the director for part time only and to retain only two office assistants to carry on the necessary clerical work. With this slender help, however, the Department has been able to secure the cooperation of many organizations and agencies especially interested in the welfare of Negro wage earners and in their relations to employers and white wage earners. Through such means, information as to conditions in various localities has been obtained and kept on file for the use of both the Department and the public.

A number of white employers have made requests for special advice in dealing with Negro workers in their establishments, and this has been given not only by correspondence but frequently by consul-

[66] As director of this division the services of Dr. George E. Haynes, the original appointee (see *ante*, pp. 38–39), have been continued.

tations and advice on the ground. Also, many private welfare organizations, agencies, and boards have sought information and counsel and have continued to give cooperation. In an effort to secure the cooperation of white employers and white employees and in adjusting and improving their relations to Negro workers the Department has welcomed the aid of individuals, associations, agencies, and boards, as well as local officials and local government agencies.

The United States Housing Corporation has needed continued advice in completing and disposing of its town project at Truxtun (Portsmouth), Va. After its completion, tenants were secured and a competent town manager employed. When the time came for putting the property on the market everything was so successfully handled that Negro purchasers are now in possession of all the private realty on the project and have taxed themselves to support the public utilities. The residents are all Negro wage earners of the Portsmouth Navy Yard and adjoining territory. In the successful carrying out of this undertaking many delicate questions have necessitated the advice and assistance of the Director of Negro Economics.

The United States Public Health Service has undertaken to carry on an educational campaign among Negro wage earners against venereal diseases. Information and connections with Negro workers, their meetings and organizations, have been sought through this Department by that service and cooperation heartily given.

Race friction and labor in 1919.—Based on information that had been coming to the Department during the preceding months an effort was made to acquaint influential citizens, both through interviews and group conferences, with the tense racial situation observed in a number of localities, including Chicago. Following the Chicago riot, in August, 1919, the situation so vitally affected men, women, and children of the wage-earning group that the Secretary instructed the Director of Negro Economics to investigate the labor aspects of this disturbance, as well as similar situations in St. Louis, Detroit, Cleveland, and near-by points, and to make inquiries, as far as practicable, about the conditions in other places. It was found that the disturbance at Chicago grew out of complex economic conditions in the workshops and housing and of other contributing causes, similar to those found in other industrial centers. A comprehensive extract from the report has been approved for publication in a bulletin which will be issued by the Department during the coming year.

Following the Chicago race disturbances the governor of Illinois appointed the Chicago Commission on Race Relations, which has been making a careful study of conditions in the State with a view to recommending steps for improvement. The Department, through the Director of Negro Economics, has given assistance and coopera-

tion to this commission in the gathering of information and the working out of plans.

Field organization.—With the work of placing the returned soldiers completed, the field staff of this work was discontinued and many of the volunteer cooperating Negro workers' advisory committees of white and colored citizens ceased to function. Through correspondence, however, a number of the persons who served on these committees have furnished from time to time information about labor conditions in their communities, and this gathering of information has been kept up throughout the fiscal year. It is worth while to note that during the operation of this field organization, county and city cooperating committees of white and colored citizens were appointed in 11 States, totaling in all about 225 local committees with a total membership of more than 1,000 persons giving cooperative services.

Migration in 1918 and 1919.—From information that continues to come to the Department it is evident that Negro migration from the South to northern industrial centers continued during 1918 and 1919, although in less volume than during the preceding two years. The indications are that types of migrants in these latter years are somewhat changed, in that considerable numbers of property-owning and professional and business classes are moving. The situation has also changed somewhat, in that there has been a very great improvement in wages and general economic conditions of Negroes in the South through the stimulus of the war industries and the high price of corn, cotton, and other agricultural products. The situation has changed also as to other moving conditions of the population sufficiently to make it seem desirable for a supplementary study of Negro migration as soon as funds are available.

Report on "The Negro at Work during the World War and during Reconstruction."—With the completion of the report on "Negro Migration in 1916–17," there appeared immediately the need of preparation of information on the experiences growing out of the introduction of large numbers of Negro workers into industrial operations. During the war much information of this character had accumulated in the process of departmental activities dealing with employment and other questions which involved Negro wage earners. In addition, the Investigation and Inspection Service had also gathered a considerable amount of such information while that war-time service of the Department was in existence. The material has been judged of such value to the public that it has been put into a bulletin, "The Negro at Work during the World War and during Reconstruction," which will probably be available during the coming fiscal year. If one may judge by the reception given the bulletin on migration, the prospective one will be widely demanded and largely serviceable.

Information prepared in the Department and sent out to both the white and the Negro public has been of two kinds—(1) definite facts and figures relating to Negro workers in their relations with white workers in industrial operations, and (2) analyses of Negro labor situations—to the end that the morale and efficiency of Negro workers might be stimulated and that a better understanding of them and their problems might be obtained by employers and white workers, and better relations fostered. Magazines and other publications have sought such material for publication.

From information and many indorsements which the Department now has in hand, both on questions of immigration and foreign-born labor and on questions of the movement of Negro workers, north and south, and the resulting conditions which will doubtless affect all the workers of the country, I am hopeful that Congress may make ample provision for continuing this highly important activity of the Department of Labor.

Jurisdiction of the Secretary of Labor Over the Exclusion and Expulsion of Aliens.

In two respects regarding aliens the Secretary of Labor is invested by law with exclusive jurisdiction. He alone has (1) appellate authority in exclusion cases, and (2) authority to issue warrants of arrest and to decide upon the merits in expulsion cases.

Exclusion cases have to do with the right of an alien to enter the country upon his arrival at our border; expulsion cases have to do with the right of an alien to remain in the country after he has lawfully become a resident. In *exclusion cases* primary jurisdiction is vested in boards of special inquiry at the port of arrival. When one of these boards excludes an alien the alien has a right of appeal to the Secretary of Labor, unless the exclusion is for a reason regarding which the law expressly denies all appellate rights. In *expulsion cases* the Secretary of Labor must issue a warrant of arrest for any resident alien regarding whom proof has been submitted showing probable cause for apprehending him as an alien unlawfully in the country. Upon his arrest the alien is entitled by law to a fair hearing before an examining inspector, who is authorized to take testimony, to administer oaths, to apply to the courts for compulsory process for witnesses, and otherwise to bring out and record the truth relative to the alleged grounds for expulsion, but not to decide the case.

In the earlier history of the immigration statutes authority was given the Commissioner General of Immigration[67] to decide appeals

[67] This was done by the act of 1891 (26 Stat. L., 1084, sec. 8). At that time the Immigration Service was in the Treasury Department and the Commissioner General was designated Superintendent of Immigration. See also act of 1893 to like effect.

in exclusion cases, such decisions to be *subject to review* by the Sectary. But when the Immigration Service came by transfer in 1903 into the Department of Commerce and Labor[68] a radical change was made. Instead of vesting the Commissioner General of Immigration with *authority to decide*, subject to review by the Secretary, Congress provided that appeals from exclusion decisions at ports of arrival should be *through* the commissioner at the port of arrival *and* the commissioner general, but *to the Secretary*. Thereby the commissioner general and commissioners at ports of arrival were made ministerial officers for the sole purpose, with reference to appeals, of transmitting them in proper form to the Secretary of the Department and of executing the Secretary's decisions when made. This arrangement was continued by the immigration act of 1907[69] and by the act of 1917,[70] which is still in force. The latter provides that either the alien or any dissenting member of a board of special inquiry "may appeal *through* the commissioner of immigration at the port of arrival *and* the Commissioner General of Immigration *to the Secretary of Labor*."[71]

The distinction between the ministerial authority of the immigration officials and the quasi-judicial authority of the Secretary of Labor seems by that language to have been made clear. But the Bureau of Immigration was the agency through which inspections and investigations were made. The evidence thus deduced was made available through the commissioner general to the Secretary of Labor whenever appeals were taken; and in order to facilitate the consideration of these questions by the Secretary, a custom had grown up in the Department of Commerce and Labor, which was inherited by the Department of Labor, whereby the evidence was briefed by the Immigration Service and submitted, together with a recommendation of the commissioner general, to the Secretary for his approval or disapproval. When hearings on appeal took place, the practice was for the commissioner general to hear the arguments and examine the briefs submitted before making his recommendation.

A somewhat similar practice had developed with reference to expulsion cases. The Secretary's authority in these cases, which are often distinguished as "warrant cases," rests upon that provision of section 19 of the immigration act of February 5, 1917, which requires that certain classes of resident aliens "shall, upon the warrant of the Secretary of Labor, be taken into custody and deported." There is not and never has been any other kind of authority for expulsion proceedings. Evidently, then, no one but the Secretary

[68] See 32 Stat. L., 1213–1220.
[69] 34 Stat. L., 898.
[70] Act of Congress of Feb. 5, 1917, 39 Stat. L., 874–898.
[71] Ibid., sec. 17.

of Labor (or the Assistant Secretary or the Acting Secretary, under the Secretary's authority) is authorized to issue warrants of arrest for resident aliens, and no one else is authorized to order deportations pursuant to these warrants or to pass judgment on the merits of any such case. But the procedure in these warrant or expulsion cases, which the Department inherited from the Department of Commerce and Labor, appears to have taken form from the customary procedure with reference to appeals. In the one class of cases, as in the other, it had been customary for the Bureau of Immigration to make recommendatory memorandums for the Secretary's approval, and only in exceptional instances in either class of cases did the Secretary or his representative listen to argument or examine records or briefs in person.

The practice had many valuable qualities to recommend it, principal among which were that it gave to the Secretary the benefit of the specialized skill of the immigration officials who prepared decisions for approval, and, relieving him of the necessity of a personal examination of the evidence and argument in each case (which would have taken more time than any one man could give to it), that it enabled him to devote some of his time to the development of the general policies of the Department. Its chief drawbacks were a tendency toward decisions by official routine, to the prejudice of the just rights of aliens, and a presumption on the part of people having immigration business with the Department that there was an intermediate tribunal in the Bureau of Immigration between aliens and the Secretary. He could not render a decision contrary to recommendations made by the commissioner general without being placed apparently in a position of reversing another tribunal.

The development of this custom had its natural effect upon the bureau, and reached its climax when the bureau's recommendations for the Secretary's decision in warrant cases began to embody the following clause: "The evidence submitted and adduced establishes and *the bureau finds* that this alien is in the United States in violation of law," etc. This language implied that the bureau had authority to render decisions subject only to review by the Secretary, and that whenever he rendered judgments contrary to the recommendation his action reversed decisions of a bureau having legal authority to decide. When members of the Committee on Rules and the Immigration Committee of the House, while making inquiry into the conduct of the immigration service by the Department of Labor, intimated that they had been led by common report to accept this theory of the law, it created an embarrassing situation for the Department and made its decisions a subject of widespread adverse and unjust as well as unintelligent criticism.

The inevitable tendency of the practice being to deprive arriving aliens of their appellate rights and resident aliens of their constitutional rights,[72] it seemed imperative that a departure be made from the convenient but nonlawful custom, which in addition to depriving aliens of their lawful rights also clogged the administrative processes of the Department. Accordingly a readjustment of procedure has been made in harmony with the law and more conservative of constitutional safeguards.

Under this readjustment an Advisory Committee in the Office of the Secretary has been appointed to advise the Secretary of Labor in warrant and appeal cases. It performs the functions heretofore performed by the Bureau of Immigration, but under the direct instructions and immediate supervision of the Secretary, and with no authority nor any appearance of authority to make decisions or to submit recommendations having the color of decisions. All quasi-judicial authority in appeal and warrant cases is therefore exercised by the Secretary of Labor with the assistance and advice of his own official staff, the functions of the Bureau of Immigration in connection with appeal and warrant cases being limited to those of a strictly ministerial character.

Expulsion of Alien Revolutionaries.

Among the exclusive duties of the Secretary of Labor is the expulsion from the United States of such resident aliens as are found to come within certain specifications of the immigration statutes. This duty is imposed by section 19 of the immigration act of February 5, 1917, which provides with reference to specified types of resident aliens that "upon the warrant of the Secretary of Labor they shall be taken into custody and deported." Among the resident aliens thus deportable the following types are described in section 3 of the same act: "Anarchists, or persons who believe in or advocate the overthrow by force or violence of the Government of the United States, or of all forms of law, or who disbelieve in or are opposed to organized government, or who advocate the assassination of public officials, or who advocate or teach the unlawful destruction of property"; also "persons who are members of or affiliated with any organization entertaining and teaching disbelief in or opposition to organized government, or who advocate or teach the duty, necessity, or propriety of the unlawful assaulting or killing of any officer or officers, either of specific individuals or of officers generally of the Government of the United States or of any other organized Government, because of his or their official character, or who advocate or teach the unlawful destruction of property." *This list comprises only such aliens as have entered within five years and were at*

[72] See Whitfield *v.* Hanges, 222 Fed. Rep., 745.

the time of entry of one or more of the specified types. But section 19 further provides that the Secretary of Labor shall arrest and deport "*any alien who at any time after entry* shall be found advocating or teaching the unlawful destruction of property, or advocating or teaching anarchy, or the overthrow by force or violence of the Government of the United States or of all forms of law or the assassination of public officials." More specific legislation to the same general effect will be found in the act of October 16, 1918. which provides that "aliens who are anarchists; aliens who believe in or advocate the overthrow by force or violence of the Government of the United States or of all forms of law; aliens who disbelieve in or are opposed to all organized government; aliens who advocate or teach the assassination of public officials; aliens who advocate or teach the unlawful destruction of property; *aliens who are members of or affiliated with any organization that entertains or teaches* disbelief in or opposition to all organized government, or that advocates the duty, necessity, or propriety of the unlawful assaulting or killing of any officer or officers, either of specific individuals or of officers generally, of the Government of the United States or of any other authorized Government, because of his or their official character, or that advocates or teaches the unlawful destruction of property," and "who at any time after entering the United States is found to have been at the time of entry, *or to have become thereafter*," a person of this description, "shall, upon the warrant of the Secretary of Labor be taken into custody and deported in the manner provided" in section 19 of the immigration act. The provisions of the earlier act are made applicable to the later one, irrespective of the time of the alien's "entry into the United States." Other than those enumerated above, a great variety of types of resident aliens is included in the deportation clauses of the immigration statutes, but the types enumerated above are now especially under consideration.

The procedure with reference to all types is precisely the same. It is provided for by the immigration statutes themselves. As the courts have frequently held, the Secretary of Labor is the sole judge of the facts in each case, except as his authority may be delegated by himself, pursuant to other statutes, to the Assistant Secretary or to the Solicitor as Acting Secretary. In any case in which he appears to have exceeded his lawful jurisdiction, or to have ordered a deportation upon the basis of an unfair hearing, or wholly without proof. the courts interfere on writs of habeas corpus for the protection of the alien. But if there is any evidence at all upon which to base a judgment for deportation, and the alien has had a fair hearing, the courts refuse to overrule the decision of the Secretary of Labor. Within those limitations and subject to his constitutional responsibilities, his verdict upon the evidence is as absolute as that of a jury. The duty and the responsibility are the Secretary's and his alone.

Being thus invested with exclusive authority to decide, and charged upon his official oath and under his statutory obligations with full responsibility for his decisions, the Secretary of Labor has administered the provisions of the immigration statutes cited above, in accordance with the dictates of his responsible official judgment and with the approval of his conscience both as an official and as an American citizen.

The number of departmental warrants of arrest issued under the above quoted Federal laws by the Secretary of Labor (or pursuant to the due exercise of his authority by the Assistant Secretary or the Solicitor as Acting Secretary) during the fiscal year ended June 30, 1920, approximated 6,000. Those warrants were issued upon official requests by commissioners of immigration or inspectors in charge at various immigration stations throughout the United States. The requests were usually based upon affidavits of probable cause sworn to upon information and belief. This probable-cause proof was supplied in most of the cases by the Intelligence Division of the Department of Justice. Detectives or operators attached to that division usually made the affidavits. Some of them charged the alien with being an anarchist, or with being a believer in overthrowing the Government by force, or otherwise by fit language brought him within the general terms of the statute. But in the great majority of the cases the aliens were charged merely with membership in an organization which the Secretary of Labor held to be within the proscription of the immigration laws. That is to say, they were accused of being " aliens who are members of or affiliated with " an " organization that entertains a belief in, teaches, or advocates the overthrow by force or violence of the Government of the United States or of all forms of law, or that entertains or teaches disbelief in or opposition to all organized government."

In all such cases it became the duty of the Secretary of Labor to cause the arrest of the aliens so accused. They were not arrested by him as persons charged with crime. The Secretary of Labor has no criminal jurisdiction. So far as any of them were chargeable with crime, it was the duty of local authorities to prosecute in the regular American way, by indictment and jury trial, and upon conviction to punish according to the criminal law. The only lawful authority of the Secretary of Labor was to hold the aliens in safe but nonpenal custody pending a fair inquiry into their right to remain in the United States, and if he should find upon due examination that they had forfeited such right, then to send them back to their own country.

Nearly all of this class of cases turned upon no other question than *the fact of membership* in some society proscribed by the clauses of the immigration laws quoted above. Extraordinary demands were

made by irresponsible persons that upon no other proof against an alien than that he was a member of the Industrial Workers of the World the Secretary should deport him. These demands were refused by the Secretary because, upon examination of the constitution of the I. W. W., he found that it did not fall within the inhibitions of the immigration laws. He, therefore, held that an alien accused of membership in the I. W. W. must be shown to have participated in or to have been sympathetically cognizant of activities which the immigration laws condemn, before a warrant of arrest could issue. The purport of this decision was that *mere* membership in an organization the constitution of which is lawful does not bring an alien within the proscription of the immigration statutes. As a mere member he is responsible only for what the organization itself authoritatively declares its purposes to be and not for unauthorized acts of its officials or other members of which he is not shown to be personally cognizant. It is the constitution of an organization, not what its members may do regardless of its constitution, that determines personal responsibility for mere membership. The Secretary of Labor made the same ruling with reference to the Communist Labor Party.

As to the Communist Party, however, he held that its constitution was such as to make mere membership mandatory ground for deportation.[73] To the same effect was his decision with reference to the Union of Russian Workers. Consequently aliens proved to be members of the Union of Russian Workers or of the Communist Party were ordered deported, no matter how ignorant they may have been of any unlawful purpose on the part of either organization, nor how well disposed they themselves were to the United States and its Government. But in all cases the Secretary and his lawful representatives held, in accordance with court decisions and a vital sense of justice, that it would be treachery to official duty to order the deportation of any alien without a fair hearing and upon reasonable proof of actual and conscious membership in one of the proscribed organizations, or of some individual act, individual advocacy, individual teaching, individual belief, or individual disbelief, such as the acts of Congress require that resident aliens shall not be guilty of without subjecting themselves to deportation.

A very large proportion, therefore, of all the warrants of arrest in these cases, have been canceled. They were rightly canceled because the charges upon which they had been issued were not sustained by lawful proof at the hearings.

[73] Hon. George W. Anderson, judge of the First Judicial Circuit of the United States, decided at Boston that the Secretary erred in his ruling as to the Communist Party. (See Colyer *v.* Skeffington, 265 Fed. Rep., 17–80.) On the other hand Hon. John Clark Knox, Federal district judge for the Southern District of New York in the Third Circuit, has sustained the Secretary's ruling in a case not yet officially reported.

Division of Conciliation.

Since the inception of the Division of Conciliation, March 4, 1913, the number of cases presented for conciliation has shown a substantial increase year by year.

A review of the records of the division during the more than seven years that have elapsed since its creation shows that the Department has upon request utilized its good offices in over 4,100 industrial disputes involving directly more than 3,125,000 workers and indirectly over 3,500,000 others. Of the total number of cases presented for conciliation, the commissioners of conciliation of the Department of Labor adjusted or assisted local and State agencies in adjusting approximately 3,500, referred upward of 300 cases to the National War Labor Board, and has pending 73 cases, and during the time specified above has been unsuccessful in adjusting about 335 cases. The foregoing does not include the very important services of the commissioners who, as they travel about the country, have, by their advice and assistance, been the means of averting hundreds of threatened strikes which would have seriously interfered with industrial life in many communities. Nor does the record of the first seven years of this service take into account the cooperative assistance rendered by the division and its commissioners to the War and Navy Departments, the Fuel Administration, Railroad Administration, Shipping Board, and other boards and agencies created during the past three years.

In the early days of the Division of Conciliation, in 70 per cent of the cases when intervention was asked strikes were already in effect. During recent years a most gratifying change has taken place, so that now less than 30 per cent of the cases presented have reached the stage of a strike or lockout. It must be borne in mind that under the policy laid down by the Secretary of Labor in the establishment of this service it was deemed wise not to intervene in an industrial dispute unless requested to do so by one of three parties—the employer, the employee, or the public directly affected. This policy has proved to be an excellent one, as the first concern is the successful settlement of an industrial dispute, and therefore it has been considered unwise to intervene so long as any successful termination of the case in question was being worked out by the employer and his employees.

As has been stated in previous reports, the Department of Labor has no power, and exercises none, to make decisions or awards in disputes submitted for adjudication. It can not hand down an award and then demand that the parties at interest abide by its decision. The work of the conciliators therefore is diplomatic; it is not judicial. They are really industrial peacemakers endeavoring to get contending

parties together so that they may more readily solve their own problems in their own way. They suggest methods and alternatives that have proved successful in other instances and that will tend to bring about the resumption of peaceful relationship between the employer and his workers. The Department does not endeavor to impose its viewpoint upon the employer or the worker, but seeks to find some basis of just settlement that will be acceptable even though sometimes it might not be entirely satisfactory. In a majority of the cases handled by our conciliators it is found that by pursuing this line of policy a better feeling between the employer and the employees exists when the case is terminated. In that way barriers that kept employer and employee apart have been removed, and the way paved for freer relations and a better and proper grasp of the respective rights and corresponding obligations of all parties concerned.

A summary by months during the past fiscal year of the number of workers affected in all cases presented is shown in the following table:

Month.	Workmen affected.		Month.	Workmen affected.	
	Directly.	Indirectly.		Directly.	Indirectly.
July	48,643	41,558	February	16,091	26,765
August	88,462	163,229	March	37,304	168,980
September	52,188	51,159	April	57,195	101,960
October	94,690	26,535	May	25,218	21,445
November	65,657	11,269	June	43,055	55,758
December	61,264	12,628			
January	26,654	4,962	Total	616,421	685,248

Reference to the preceding annual reports of this division will show the number of cases handled year by year, although some allowance must be made for deviation on account of the war. The growth of the Division of Conciliation of the Department of Labor is indicated in the table appended.

	Mar. 4, 1913, to June 30, 1914.	1915	1916	1917	1918	1919	1920
Number of cases	33	42	227	378	1,217	1,780	802
Adjusted	28	26	178	248	865	1,223	596
Unable to adjust	5	10	22	47	71	111	96
Pending	.....	5	21	42	7	13	9
Unclassified	.....	1	6	41	66	[1] 214	101
National War Labor Board	.....	.....	.....	.....	208	219	.....

[1] In 64 of the cases reported as unclassified in the table, commissioners of conciliation found upon arrival that the disputes were in satisfactory process of adjustment without departmental aid; in 37, conciliators' services were no longer necessary by reason of the fact that strikers had secured employment elsewhere and did not care to resume relations with their former employers; 32 cases were terminated through the closing of plants by employers either for repairs or because of retirement from business; in 32 cases satisfactory settlements had been reached prior to the arrival of the conciliators assigned; in 59 cases adjustments were reached but are not credited to the Department because its commissioners of conciliation acted in conjunction with representatives of State boards, local committees, or local municipal officials.

It has been the practice of the Department to report in detail upon the more important cases in which its good offices were exercised, but due to the large number of cases now handled it is no longer possible to do this because of the limited space. Typical examples of the work performed during the past fiscal year follow:

Packing-house controversies, eastern cities.—Following the decision of Judge Samuel Alschuler, Federal administrator in the Chicago packing-house controversies, a series of disputes arose in the packing houses in a number of eastern cities where the award handed down by Judge Alschuler had not been put into effect.

The Department of Labor was requested to use its good offices in bringing about adjustments of these disputes in the following cities: Baltimore, Md.; Philadelphia, Pa.; Passaic, Harrison, Jersey City, and Newark, N. J.; New York City, N. Y.; Bridgeport and New Haven, Conn.; Springfield, Worcester, Cambridge, Somerville, and Brighton, Mass. The Department assigned Commissioners H. J. Skeffington, J. A. Sullivan, Charles J. Fury, L. R. Thomas, and Patrick F. Gill to take up these matters in the various cities.

Conferences were arranged in the different cities affected and efforts were made to arrive at a satisfactory solution of the difficulties and get the men back to work. It soon became apparent that a possible settlement of the whole difficulty hinged upon the situation in the plants of Swift & Co. and Armour & Co. at Jersey City, and the combined efforts of the conciliators were directed toward securing a settlement in that city. Innumerable conferences were held in an effort to arrive at a satisfactory conclusion. Finally, Swift & Co. declared a willingness to accept the award of Judge Alschuler and apply it to their Jersey City plant. Similar action was then agreed to by the Armour Co. It was stipulated, however, that there should be no retroactive pay and that the strikers should receive payment from the time of their return to work. It was also provided that as many of the strikers would be employed as places could be found for. Recognition of the union was denied, as was the proposition of the closed shop. This agreement, while mutually acceptable, was not altogether satisfactory to the men, but the strike was declared off and work was resumed. The strikes were then taken up in the other cities concerned, and, using the Jersey City settlement as a basis, settlements were finally worked out. Nearly 12,000 men were directly involved.

These agreements promised peace in the industry for the period of a year.

National Adjustment Commission and longshoremen.—Commissioner of Conciliation Benjamin M. Squires, who acted as advisory member and executive secretary of the National Adjustment Commission, submits the following report on the activities of that commission:

"The National Adjustment Commission was first constituted as a war-time agency of adjustment for the determination of wages and conditions in the loading and unloading of ships. It was reconstituted on a peace-time basis in September, 1919, being in fact the only wage tribunal set up during the war that has not since ceased to function.

"Under the new agreement the commission is made up of five active members—a neutral chairman, named by the Shipping Board; two members representing private shipping interests; and two members representing the International Longshoremen's Association. Employer and employee representation is by a system of alternates, two members representing employers and two representing employees being named by each of several districts. Advisory representation is accorded the Departments of War, Navy, Commerce, and Labor.

On occasion all members including advisory may meet as a general dock council for the consideration of matters affecting the entire industry.

"Practically all deep-water steamship lines of the Atlantic and Gulf coasts, including foreign lines and contracting stevedores, are parties to the agreement. The coastwise lines have not subscribed to the agreement, due in part to the fact that some of the lines were not released from Federal control until March 1, 1920, and in part to the financial condition of the lines, which seemed to preclude arbitrary determination of wage rates. Pacific coast shipping interests alone have refused to accept the arrangement.

"The agreement provides for the setting up of local commissions in the more important ports for the determination of matters of local interest. Where questions involved are of common interest to two or more ports, the national commission has original jurisdiction. Thus far local commissions have been set up in six Atlantic and Gulf ports.

"No power is given to enforce awards, but it is provided that no stoppage or lockout of any kind whatever shall take place until the difference or dispute between the parties shall have been referred and dealt with according to the agreement. The several parties obligate themselves to give effectiveness to the recommendations and awards and to take such steps as may be necessary to assure the carrying out of the agreement. The arrangement, in short, is not unlike that recommended to Congress in 1917 by the Secretary of Labor as a plan of adjustment for all basic industries.

"In the longshore industry as in other industries, the past year has been one of considerable unrest. Continued high prices have served to aggravate dissensions. The occasion has been seized by enemies within and without the ranks of organized labor to foment discord and to bring orderly procedure into disrepute. Thus the strike of deep-sea longshoremen at the port of New York, shortly after the commission was reorganized, can not be divorced absolutely in its inception and conduct from the wave of strike propaganda of the past year. It is encouraging to note, however, that not only shipping interests and the Government but also organized labor in general insisted that the agreement be carried out. The support given by shipping companies to authorized representatives of the longshoremen during the strike is evidence of the confidence of the companies in the intention of the longshoremen to honor their obligations.

"The coastwise strike now in progress in all Atlantic and Gulf ports presents a difficult problem. Before the war the coastwise lines were a paying proposition. The war disturbed normal routes of traffic, and a considerable part of the freight that formerly went coastwise now goes by all-rail routes. During Federal control a big deficit in coastwise operation had to be made up out of the Public Treasury. Released from Federal control and without the guaranty extended to rail lines, the coastwise companies find it impossible to operate without heavy loss. Any wage increase would, of course, increase the burden. Until an increase in freight rates is possible, or unless a return is guaranteed, the coastwise lines are unwilling to submit the question of a wage increase to arbitration. On the other hand, the coastwise longshoremen have not had a wage increase since October, 1918, whereas the deep-sea longshoremen have had an increase approximating 25 per cent. The justice of their claim has been recognized by the commission, though the commission is not now empowered to act, and, in fact, in exercising limited jursdiction several months before the strike occurred, declared that it could not further jeopardize coastwise service by adding to operating losses.

"The situation is complicated at present by sympathetic action on the part of truckers and teamsters. Martial law has been declared in Galveston, and an

independent trucking service has been organized in New York. This does not strike at the root of the trouble, however. If the coastwise service is essential, it must be maintained not at the sacrifice of coastwise labor or capital but at public expense.

"It is with respect to another phase of the commission's work that the greatest future usefulness of such an agency may be demonstrated. During the hearings before the commission claims and counterclaims have been made as to the irregularity of employment and the probable monthly and yearly earnings of longshoremen. Information appeared wholly lacking, however, from which to draw definite conclusions. The need of such information was so obvious that the Shipping Board authorized the commission to make an investigation of longshore conditions at the port of New York. The results of the investigation thus far point to large irregularity of employment which is fraught with all sorts of dangers quite apart from the heavy charge on the industry to compensate in a measure for enforced idleness. If the commission can help to place the industry on a more sound economic basis it will have demonstrated its usefulness beyond question.

"This brief recital of some of the problems of the commission in peace time would be significant viewed only as the working out of a voluntary arrangement seeking to avoid dislocation in an industry of such importance, and concerning which so much has been said in the name of the American merchant marine. It is significant also in its bearing on industrial relations in general and in proposals for establishing industrial tribunals of whatever name.

"The commission can not be said to have hit upon any novel way of arriving at just decisions or enforcing them. Nor does the experience prove that voluntary agreements, however painstakingly the effort to make them truly expressive of the will of the majority, are necessarily inviolable. What is clearly demonstrated is that public opinion can be marshaled to a surprising degree in favor of an award to which the parties have subscribed in good faith and on which they are represented. In spite of temporary defection such an award is generally observed.

"The future of the commission under the present agreement rests with the industry and with the Shipping Board. At any time after the expiration of one year any party may withdraw by giving the required notice. The agreement is binding only so long as the parties thereto comprise employer groups, employee groups, and the Shipping Board. Whether this provision will prove a source of strength or of weakness remains to be seen. On the one hand is the greater binding force of an award that partakes more nearly of the nature of an agreement; on the other hand is the uncertainty and instability arising inevitably from the possibility of withdrawing from the arrangement and thereby terminating it. It may be that the public interest in the shipping industry demands a greater safeguard than an agreement terminable at will. Machinery of enforcement could be set in motion more readily if the agency of adjustment were governmental. It is probable, too, that permanent Government machinery would be more effective in carrying out any program of standardizing wages or regularizing employment.

"The whole problem is, of course, but one phase of a larger problem, namely, the extent to which self-government is desirable in an industry affecting so intimately the public interest. Whether it is preferable to establish for the shipping industry an arbitrary tribunal similar to that constituted for the determination of railway wages and conditions, or to give a definite and permanent status to the present arrangement is a matter of policy which will be determined, in part at least, by the attitude of the industry itself. Certain it is that the industry can ill afford to be without the stabilizing influence of

a tribunal to which controversies may be referred and which has authority to intervene in case of threatened interruption by strike or lockout. It is pleasing to note in this connection that private shipping interests and the International Logshoremen's Association have expressed their desire to continue the commission."

Oakland (Calif.) street-car strike.—One of the most spectacular and bitterly contested strikes occurring on the Pacific coast during the fiscal year was that of 1,100 platform men against the San Francisco-Oakland Terminal Railway in October, 1919.

The strikers were fully unionized and had been working under a signed agreement. In August, 1918, both sides joined in submission to the War Labor Board of a demand of the men for increased wages, an eight-hour day and changed working conditions. Some months later the board granted a wage increase retroactive to November, 1918, and refused the eight-hour demand, the award to continue in effect for the duration of the war with a proviso that the wage question might be reopened at six-month intervals, beginning October 1, 1919. The War Labor Board having ceased to function the men submitted new demands direct to the company August 31, 1919. Conferences were held without result and a strike vote overwhelmingly carried. The company offered arbitration on September 30, but the offer was rejected, and the men went out immediately.

Commissioners E. P. Marsh and Charles T. Connell entered the case October 3 and joined forces with the Oakland city administration and the Oakland Chamber of Commerce in an effort at mediation. The company stood upon the clause in the union's constitution which provided arbitration before resort to strike and alleged inability to meet the demands without financial disaster. It alleged violation of agreement upon the part of the union. The men contended that the eight-hour day was the paramount issue; that all previous efforts to obtain it had failed; that arbitration subjected them to long delay; that the temper of the men had reached the breaking point and they had become convinced their only hope lay in their economic power. Professional armed strike breakers were imported, and the usual bitter community spirit engendered, resulting in violent outbreaks.

The State railway commission, impressed with the gravity of the situation, played a leading part in effecting a final settlement, bringing both parties together in a conference at which the conciliators were present. The settlement provided immediate return to work, with the prestrike status of the men restored, the points at issue to be arbitrated. The commissioners of conciliation addressed a mass meeting of the men, at which the terms of settlement were unanimously approved.

There has been here and there evident since the signing of the armistice a disposition upon the part of workers to hold their agreements lightly, possibly one of the aftermaths of war, due to a reaction from a high industrial tension during the war period. Whatever the cause or the animus, broken agreements undoubtedly hurt labor's cause. In this connection it is well worth repeating here an excerpt from the award handed down by the arbitration board sitting in this case: "In regard to the date as of which this award shall become effective, under normal circumstances the award would almost as a matter of course be made effective as of October 1, 1919, so that the men would receive back pay from that time to the present. But the circumstances are not normal. The men went out on strike in violation of their contract and the rules of their organization, and in the face of an offer by the company to arbitrate. It caused the company a loss of about $350,000, very seriously inconvenienced the public, impaired the theretofore friendly relations between the men and the

company, injured confidence in the willingness of labor unions to live up to their contracts, and was a serious blow to the principle of collective bargaining. The matter is too serious to be ignored or passed by. We have, therefore, determined that our award shall be effective only as of January 1, 1920."

Standard Steel Car Co., Butler, Pa.—On August 8, 1919, at the request of representatives of the employees and the Pennsylvania Department of Labor and Industry, Commissioner of Conciliation James A. Smyth was assigned to assist in an effort to bring about an adjustment of a strike of 4,000 employees of the Standard Steel Car Co., located at Butler, Pa.

Commissioner Smyth upon his arrival at Butler found the plant closed and was advised that the employees had presented demands for a signed agreement, which provided for an eight-hour work day, increase in the wage rate, and better working conditions. Upon refusal of the representatives of the car company to sign the agreement the men left the plant.

In pursuance of the policy of the Department to cooperate with State departments of labor a conference was arranged for with the officials of the car company, representatives of the Pennsylvania Department of Labor, a committee of the employees, and the commissioner of conciliation present.

The conferences were productive of much good, many concessions being made by each side, but failed in getting them to a satisfactory or final agreement. The position of the company was set forth by the manager in the following statement:

"BUTLER, PA., *August 12, 1919.*

"In accordance with the expressed wish of representatives of both State and Federal labor departments, the Standard Steel Car Co. and affiliated companies in the Butler district have agreed to meet with a committee representing their employees, and believe that a statement of their position in the present controversy may prove beneficial.

"1. The policy of these companies, since their inception, has been to maintain an open shop and to meet individually or collectively any employee or employees having grievances, and the management will make no change in this policy.

"2. Since the signing of the armistice, November 11, 1918, orders have been taken for only 500 new cars, while, on the other hand, we have been compelled to accept cancellations for nearly 12,000 cars, and were only able to prevent cancellation of a considerable larger number by making a substantial reduction in the prices at which the orders had been taken.

"3. The conditions at the present time are such as to warrant reduction rather than increases in wages; therefore, the companies can grant no wage increases at this time.

"4. These companies have made all possible efforts to keep the various departments in operation, and at the plant of the Standard Steel Car Co. have continued to build cars in order to afford employment to its employees, notwithstanding the fact that the cars built could not be shipped, but had to be palced in storage, entailing considerable hardship and loss to the company.

"5. At the Forged Steel Wheel Co., since the signing of the armistice, orders for more than 32,000 tons of steel have been canceled, and new orders have been, and are, so few in number and quantity that the company can scarcely operate 6 open-hearth furnaces instead of the usual 10, although it has done everything in its power to obtain orders to enable it to maintain its production, and such orders as are obtainable must be taken at prices which do not permit of any increases in the cost of manufacture.

"6. It has always been the policy of the companies to deal fairly and as liberally as conditions permit with its employees in the establishing of rates and working conditions, and the management feels that the employees should have sufficient confidence in it to warrant them in feeling that its policy will be continued."

The employees, who were of many different nationalities, refused to accept the statement of the manager or the several counter propositions, results of the conferences, and insisted upon their original demands.

While the commissioner's efforts to bring about an adjustment of the strike condition were not successful, a better understanding between employer and employee exists, with a guaranty of either individual or collective bargaining for any employee or employees who may feel that they have a grievance.

Building trades and common laborers, South Bend, Ind.—This strike involved directly 3,500 employees and threatened at various times during the negotiations to include common labor in various industries to the extent of about 23,000 who were in sympathy and who knew that whatever settlement was made the same would have its effect upon them as to wages and working conditions. This strike asserted itself during March, 1920, due to questions of wages, hours, and open shop. For several years the building contractors of South Bend had recognized the closed shop as it pertained to the skilled crafts, and the common laborers, who had recently affiliated with the Building Trades Council, demanded a closed shop, together with an eight-hour day and a wage rate of 75 cents per hour. The employers immediately served notice through the newspapers that they would never submit to the closed agreement for common labor.

Practically all manufacturing concerns in South Bend, whose common-wage scale was about 50 cents per hour and who were running on the open-shop basis, became directly involved in the controversy. The dispute became so sweeping in its character that it included the entire city. This was due to the attitude assumed by the State association, which has jurisdiction over building-contract work done throughout the State and which was fearful that if the closed shop were put into effect at South Bend it would be only a question of time when all cities throughout the State would become involved in strikes, due to the common-labor unions making demands for the closed shop similar to the demands made at South Bend.

The strike was finally adjusted upon the basis of a closed shop for the skilled crafts, the common laborers' organizations waiving the right of closed shop and accepting hours, working conditions, and a 67½-cent per hour rate in wages.

During the negotiations officials of the State and city became involved. Notice was served on Commissioner Fred L. Feick several times by both sides asking that negotiations be broken off. The strike itself was one of the largest and most bitterly fought in the State during the year. Business men, teachers of economics from the various colleges, and prominent attorneys became involved from time to time during its pendency.

The copper industry.—The dove of peace released by the President's Mediation Commission in 1917 still hovers over the Arizona copper industry, according to the report of Labor Adjuster Hywel Davies.

No industry has suffered a greater relapse since the war, nor have the employers and employees of any other basic industry handled their problems of readjustment with more intelligence or displayed a greater mutual readiness to cooperate in the establishment of the needful ways and means to bridge over a 40 per cent loss of business, a 30 per cent depreciation in product market values, and over 50 per cent increase in cost of production.

The only discordant notes in the copper industry during the current fiscal year came from Butte, Mont., the Ely district in Nevada, and at the International Smelter at Miami, Ariz.

Butte had two strikes: The first strike involved about 1,050 craftsmen in August and September, 1919, over a demand for an advance of $1.50 a day. It was settled by the acceptance of the $1 advance offered by the mining companies and already accepted by the engineers, miners, muckers, and mill and smelter men. The peculiarity of this strike was that it did not stop operations of mines, mills, and smelters, and only about 7½ per cent of the employees of the copper industry were out on strike. The second strike was precipitated by a

handful of I. W. W. organizers who invaded the Butte district in April, 1920, and succeeded in closing the mines for a few days, but after an unfortunate shooting affair during an I. W. W. parade marching toward the Anaconda Smelter, in which over a dozen men were wounded and which in turn brought Federal troops to the district, everything quieted down in a very short time to normal conditions and work was resumed in all the mines.

The Ely strike affected all the operations of the Nevada Consolidated Copper Co. for nearly a month in August, 1919. Work was resumed on an advance of 75 cents a day instead of the $1 demanded, the company cooperating in the reduction in the cost of living by the establishment of a grocery store where provisions were sold at cost.

Reference to the report for 1918–19 will show that the employees of the copper industry in all the Western States manfully cooperated with the employers after the armistice was signed by accepting a reduction of $1 a day in wages in February and March, 1919, which prevented a general suspension of the industry, owing to the fact that there was practically no market for copper between November, 1918, and April, 1919.

With the return of better demand and better prices by July, 1919, and the unexpected increase in the cost of living, wages were advanced in July, 1919, 75 cents a day in Utah and Nevada, $1 a day in Montana, and 75 cents to $1.25 a day in Arizona.

The variation of 75 cents to $1.25 a day in Arizona caused a three-day suspension at the International Smelter in the Miami district through the cranesmen demanding $1 a day instead of the 75 cents due under the sliding-scale rates. The strike on the part of about 12 cranesmen threw about 250 men idle, but it was promptly settled as soon as Commissioner Davies got in touch with the situation. This was the only discordant note in Arizona during the current fiscal year, and this State furnishes 40 per cent of all the copper production in the United States.

It is pleasing to report that at this writing peace prevails in the entire copper industry of the Western States.

The hope of the copper industry lies in some form of final restoration of a world peace and the reestablishment of credits that will enable the industry to resume its foreign trade. It is only necessary to note that copper prosperity depends on its export trade, which before the Great War ranged from 40 to 50 per cent of our production. Restoration of the industry to normal conditions, therefore, depends on a combination of peace-credits exchange and transportation. Given these and the markets will be found, and once more this great industry will catch up with the onward industrial march in prosperity, in which the employers will share with their employees in a great measure the "ways and means" that make for neighborliness and continued industrial peace.

Telephone companies, Cleveland, Ohio.—Discrimination against the members of local unions Nos. 38, 39, 78, and 134–A, employees of the Cleveland Telephone Co. and the Ohio State Telephone Co., of Cleveland, Ohio, was charged, the alleged discrimination being in violation of the provisions of order No. 3209, issued by the Postmaster General, June 14, 1919, and consisting of the discharge of employees without cause; coercion and intimidation of members of the union, compelling them to withdraw therefrom; and preventing other employees from joining.

The situation was very complex and adjustment was difficult, owing to the fact that a goodly proportion of these employees were not members of the electrical workers' union, but were members of a company welfare association, inaugurated and fostered by the company in opposition to the employees' union.

Under the Postmaster General's order above referred to the employees were privileged to organize, bargain collectively, and deal through their committees with their employers, all of which it was alleged was being denied them. Total number of employees involved, 5,200.

An affirmative strike vote was taken by the local union and indorsed by the International Brotherhood of Electrical Workers. Mediation was requested by the employees, and Commissioner A. L. Faulkner was assigned to the case July 1, 1919.

Adjustment of the controversy was effected July 7, 1919, the general managers of the companies agreeing to recognize committees of their employees in the adjustment of grievances presented, according to the provisions of the Postmaster General's order above cited.

Adjustment was accepted by the local unions involved in the controversy at a special meeting July 8, 1919.

A strike in this instance would have paralyzed practically the entire commercial activity of the city of Cleveland, besides embarrassing the Government under whose supervision the telephone companies involved were operating at that time.

Fort Smith Spelter Co.—The Fort Smith Spelter Co., operating a zinc spelter plant at Fort Smith, Ark., and the Fort Smith Spelter Workers' Union No. 257 of the International Union of Mine, Mill, and Spelter Workers, entered into an agreement which provided, among other things, that should a grievance or dispute occur between the company and the union which could not be adjusted, the matter in dispute should be submitted to the Department of Labor for decision, the award of the Department to be binding on both parties.

In February, 1920, the Department was requested to assign an arbitrator to settle a dispute which had arisen. Commissioner John J. Walsh was detailed on the case. The dispute in this instance arose from the discharge of a single employee. It was contended by the union representatives that this man had been discharged without cause. Investigation by Commissioner Walsh developed the fact that the company had a reasonable excuse for the action taken, inasmuch as the discharged employee had violated certain working regulations. The commissioner requested the company to reinstate the discharged employee without compensation for the time lost, as the employee had been guilty of certain indiscretions. The company graciously complied with the commissioner's request and the threatened trouble was averted.

California oil workers.—The oil workers in California organized during April, 1917. At that time they were working 12 hours a day, with no uniform scale or classification of work and the minimum wage being about $2.50 a day.

In August, 1917, the organized oil workers of California sent invitations to 200 operators to attend a conference at Bakersfield, Calif., to be held on November 1, for the purpose of arranging a readjustment of wages and working conditions; United States Commissioner of Conciliation Charles T. Connell was also invited to be present. The operators did not accept the invitation.

Commissioner Connell was then requested to arrange for a conference between operators and workers and was given a reasonable time to do so. The workers had taken a referendum vote and had decided to demand an eight-hour day, and a minimum wage of $4 a day, together with certain changes in working conditions. This referendum vote also authorized the State executive board to call a strike if peaceful methods failed.

Commissioner Connell took up the matter with G. M. Swindell, secretary of the Chamber of Mines and Oil, in Los Angeles. At this time the oil workers claimed that from 40 to 50 per cent of the workers were organized, while the operators stated that not over 25 per cent were in the organization.

After some time taken up in preliminary negotiations, a conference was arranged for the workers to meet the President's Mediation Commission in San Francisco on November 13, 1917.

The President's Mediation Commission turned over the whole oil problem to one of its members, Commissioner Verner Z. Reed, with Commissioner of Conciliation Connell as adviser. Commissioners Reed and Connell met the oil workers' committee in Bakersfield, Calif., on November 19 and 20, 1917, for a preliminary conference.

On November 23, 1917, Commissioners Reed and Connell met about 25 operators at the Belvedere Hotel, Santa Barbara, Calif. These operators represented about 75 per cent of the oil production of the State, outside the Standard Oil Co. (not participating).

On November 25, 1917, separate conferences were held by the commissioners with the oil workers' committee; in the evening a joint conference between the commissioners, representing the Government, L. P. St. Clair, representing the operators, and Walter J. Yarrow, representing the workers, succeeded in coming to an agreement with the following results: The establishment of a $4 minimum wage beginning December 1, 1917, and an eight-hour day beginning on January 1, 1918.

The Secretary of Labor, acting through Commissioner Reed, appointed a board of three members known as the Federal Oil Inspection Board. The members were L. P. St. Clair, representing the operators; W. F. Byrne, representing the workers; and G. M. Swindell, secretary of the Chamber of Mines and Oil, chosen to represent the public.

This board functioned in making awards and adjusting grievances based on the agreement made in Santa Barbara by Commissioner Reed, assisted by Commissioner Connell (see copy in Department of Labor files in Washington, D. C.) until the date of the board's resignation on May 18, 1919.

This resignation restored the jurisdiction of the California oil industry to the President's Mediation Commission, which then called for a series of joint and separate conferences between representatives of both operators and workers in July, August, and September, 1919. Conferences were held in San Francisco, Santa Barbara, and Los Angeles, with the result that the present memorandum of terms was unanimously agreed to on September 9, 1919, the stipulations of which were made effective as of July 1, 1919, and to remain in full force and effect until June 30, 1920. The personnel of the President's Mediation Commission conducting these hearings was as follows: Col. J. L. Spangler, Hugh L. Kerwin, and E. P. Marsh.

It will be noted that while the memorandum of terms has all the earmarks of a joint agreement it really represents two agreements made jointly by representatives of employers and employees in conference with the President's Mediation Commission but signed separately with the President's Mediation Commission, the operators not being willing to join in an agreement which could be construed as a direct recognition of the oil workers' union.

Thus we have the interesting experiment of the Department of Labor, through the President's Mediation Commission, becoming a partner not only in the making of a joint agreement (jointly except in name) but also in assuming the responsibility to see that the agreement (named "Memorandum of Terms") is fairly carried out by both parties, through the naming of an adjuster, acceptable to both sides.

The inclusion of the agreement, etc., makes them available for reference to satisfy all inquiries as to the details of an agreement that continues to maintain peace in the oil industry, and through its "contingent-pay" clause about

$1,000,000 will be distributed next August among some 12,000 employees solely because the workers have added another year to their splendid no-strike record in the oil industry.

During the year Labor Adjuster Hywel Davies handled nearly 600 cases, involving about 1,000 men, or about 8 per cent of the number of men involved in the agreement, and when the joint conference reconvenes in San Francisco in the latter part of July, 1920, it is expected the adjuster's docket will be clean so far as his jurisdiction covers.

John Morrell & Co., Sioux Falls, S. Dak.—A telegram was received from Mr. C. B. Uncapher, representative of the Amalgamated Association of Meat Cutters and Butcher Workmen, dated January 19, 1920, advising of labor troubles at the plant of John Morrell & Co., Sioux Falls, S. Dak., and requesting the assignment of a conciliator. Commissioner W. H. Rodgers was assigned to take up the matter.

The company had raised the wages of machinists, plumbers, and steam fitters to 84 cents an hour. However, the machinists contended that they were entitled to 87½ cents an hour, as that was the wage rate paid the plumbers and steam fitters employed by building contractors in the city. The dispute led to a strike, which occurred January 8. Practically all the employees, about 750, quit on this date and remained idle until January 16, when work was resumed pending settlement of the disputed point. The company had increased the carpenters' wages to 84 cents an hour, which was 4 cents an hour above the carpenters' wage scale prevailing in building operations in the city, and it had also fixed the machinists', plumbers', and steamfitters' wages at 84 cents an hour, as it was the desire of the company to have all the mechanics herein mentioned placed on a uniform wage basis.

The offer of settlement made by the company appeared very fair to Commissioner Rodgers, who strongly recommended its acceptance. A mass meeting of the employees was called, and it was unanimously decided to accept the company's proposition, thus happily ending the disturbed situation.

Crane Co., Chicago, Ill.—On July 15 the Department was advised that the 8,000 employees of this concern were out on strike. Commissioner Oscar F. Nelson was assigned to the situation and on taking up the matter learned that the strike was of a spontaneous nature; starting in the machine shop the men suddenly quit in the forenoon of July 11, formed a parade, marching through all the departments in the plant calling on the others until all walked out. No organization existed and no demands had been made on the management prior to the walkout. The workers enrolled into various trade-unions, such as machinists, blacksmiths, molders, etc., within a few days after the strike.

Commissioner Nelson in taking the situation up with the directors of the Crane Co. suggested a joint conference between the management and the strikers and was informed "that the strike had been without notice and that the company had not been made aware of any demands by the workers, even since the walkout, and that therefore, they would not hold any conference until they had been presented with demands." This information was conveyed by Mr. Nelson to the mass meeting of the strikers and resulted in bringing order out of chaos to the extent that within a few days the men presented their demands in writing.

Upon further conference with the directors of the company they advised Mr. Nelson, "that as an object lesson to the men, who had left without notice, they would take the demands under consideration for 10 days," and agreed that he arrange a joint conference with the representative committee of the workers for August 2.

On that day a committee of 35 strikers, the directors of the company, and the shop superintendents, with Mr. Nelson presiding, held a four-hour conference. At this meeting it developed that the main grievances was the matter of wages and the lack of a channel of expression between the employees and the management. The directors admitted in meeting with the workers' committee that inequalities as to wages and classification that should not exist had been clearly shown.

Some days later the management submitted an offer of a flat increase of 15 per cent on all piecework and 8 cents an hour on day work, with assurance that individual cases of inequalities would be taken up after the men returned to work. That offer was at first rejected by the strikers' mass meeting and a compromise proposition tendered, which the company rejected, and after Mr. Nelson reported back to the strikers that the company would submit no further proposition the men accepted the increase tendered and called the strike off with the understanding that all workers would be reinstated to their former positions and that hearings would be granted to take up their grievances after they returned to work. Both the management and the strikers' committee expressed appreciation of the Department's services in the situation.

Ducktown Sulphur, Copper & Iron Co.—On August 7, 1919, after unsuccessful efforts to negotiate a signed agreement with their employers, providing for a wage increase and changes in working conditions, about 600 employees of the Ducktown Sulphur, Copper & Iron Co. (Ltd.), at Isabella, Tenn., went on strike, resulting in a suspension of the mining and railroad operations and the closing down of the smelting and acid plants. After about two months of shutdown, the company management undertook to resume operations by bringing labor from outlying districts. This resulted in a conflict between the union and nonunion men which resulted in violence and damage to property. The company appealed to the Chancery Court of Polk County, Tenn., for protection and Judge T. L. Stewart granted an injunction restraining certain individuals (former employees, officials and members of the Mine, Mill, and Smelter Workers' Union) from trespassing upon the property of the company or interfering by threats, insults, unlawful persuasion, intimidation, or violence with the company or any of its agents or employees.

Having secured legal protection, the company had a large number of men sworn in as deputy sheriffs to police and patrol their property. Efforts were then made to secure additional outside labor to operate their plants. Notwithstanding the court order, personal encounters between the union and nonunion men continued and resulted in some of the union men being arrested for contempt of court. This only served to intensify the feeling between the company and its former employees.

On October 10, the Department of Labor was asked to intercede and Commissioner William C. Liller was assigned to the case. He proceeded to Copper Hill, Tenn., and immediately got in communication with both sides to the controversy, with the result that after several days' efforts an agreement was reached which resulted in the men declaring their strike off and returning to work, the company agreeing to take prompt steps to start their plants in operation and furnish employment to former employees without prejudice or discrimination. It was agreed that the general standard of wages and working conditions established at the plant of the Tennessee Copper Co. under a contract of agreement with the Mine, Mill and Smelter Workers' Union should be put into effect, namely, a standard eight-hour day with payment of time and a half for overtime, the establishment of a minimum scale of wages with a sliding scale based upon the market price of copper, and that in the operation of

its plants in the future the company should not discriminate between union and nonunion workmen. It was also agreed by the employees that they should not use coercive measures or resort to intimidation to further their union activities. Furthermore, the company and its employees agreed that in the future all grievances or misunderstandings should be adjusted through joint conference, pending which there should be no cessation of work or operation. In the event of inability to reach an agreement, either party may appeal to the Department of Labor to mediate and adjust such grievances or misunderstandings.

Through the efforts of Commissioner Liller, the charges pending against certain former employees in the Polk County courts were not pressed and were dismissed at the next session of the court.

After the plant had resumed operations for several weeks, certain misunderstandings arose and both the company and its employees requested Commissioner Liller to return to Copper Hill and adjust the difficulties. On his return there in November, Mr. Liller worked out a plan of shop committee representation which has proved highly successful. In a recent letter to the Department, Mr. J. H. Taylor, assistant general manager of the company, stated that the shop committee representation plan, inaugurated by the commissioner, had reduced labor troubles to the minimum and had established friendly and harmonious relations between the company and its employees, and heartily commended Mr. Liller's tact and diplomacy in handling the situation.

District Council of Carpenters v. Dawson or Federal Construction Co., San Diego, Calif.—At the request of the Building Trades Council of San Diego, Calif., Commissioner Charles T. Connell was assigned to the controversy which directly involved construction work on the marine base, San Diego, Harbor.

The commissioner found the carpenters and laborers had walked off the construction work because of an alleged violation of an agreement by the contractor, who reverted to the old scale of $6 a day to carpenters instead of paying $7 a day on and after a certain period, as agreed.

The laborers demanded an increase in wages, and later sympathetic action was taken by the ironworkers, pile drivers, and others. Conferences were held covering a period from August 15 to early in December, 1919, but without results.

It became necessary for the president of the State building trades of California to appoint a committee of three to make a survey of the entire situation. This committee, with Commissioner Connell, conferred with the management, and on December 9, 1919, a satisfactory settlement was reached, which was approved by the building trades of San Diego.

This controversy involved the construction of the important marine base being erected under supervision of the naval construction officers, extended over a long period, became very tense, and bade fair to involve some 17 crafts affiliated with the building trades of San Diego; but the satisfactory adjustment brought about eventually continuous operations on an important Government project.

Pequanock Rubber Co., Butler, N. J.—On March 5, 1920, Commissioner Joseph R. Buchanan left New York under instructions to proceed to Butler, N. J., to serve as a conciliator in a controversy which had arisen at the plant of the Pequanock Rubber Co. One hundred and fifty—slightly more than one-half of the employees of the company—had gone on strike and were being supported in their action by the State representative of the American Federation of Labor, to which organization the local union of the strikers was affiliated, as a Federal labor union.

The initial cause of the strike was the alleged deliberate violation by the company of a clause in the written agreement between it and its union employees, which provided for the payment of time and one-half for all labor performed on legal holidays.

Washington's Birthday was observed on Monday, February 23, this year. Announcement was made by the proper authorities that the Pequanock Rubber Co. would operate its plant on that day. Just before the time for starting to work a whisper was heard in one of the departments to the effect that only single time was to be paid for work that day. The whisper quickly developed into a general murmur, with the result that the shop chairman was urged to call upon the superintendent for the purpose of learning if the rumor were well founded. The chairman returned, stating that the report was true; the company intended to pay only straight time for work that day.

Whereupon the 30 men employed in that department refused to go to work and all of them walked out, saying that they preferred to take the holiday to working for straight time, especially as their agreement with the company called for time and one-half on holidays.

The following morning, when the 30 who had walked out repaired to the mill for work with the rest of the force, they found that their numbers had been removed from the board and upon inquiry learned that they had been discharged for refusing to work the preceding day.

At a meeting of the union that evening the discharge of the 30 men was taken up and by unanimous vote a strike of all members of the union was ordered. The strike took out 120 more men, raising the total out to 150.

This was the situation when the conciliator reached the battle ground.

After hearing the story of the strikers, from the lips of the union officials, the conciliator called at the company's offices and interviewed the president and the manager. Little progress toward an adjustment was made with the company officials at that meeting, although they expressed willingness to take the men back if they would return as individuals—not as members of the union and in a body.

Other conferences were as barren of results until March 8. The commissioner opened a conference with the president of the company on the latter date by saying that, as the business men and the citizens generally were very much disturbed over conditions growing out of the strike of the town's principal industry, he had thought of appealing for assistance to the chamber of commerce, but had found that there is no such body in the town. "Therefore," he said, "I am going to appeal, Mr. President, to the mayor of the city."

"But," replied the president, "I am the mayor."

"Very well," said the commissioner. "Mr. Mayor, what have you to say about a request of your fellow citizens and constituents, supported by a representative of the Federal Government, that you use your influence as first citizen of this municipality in an effort to induce the president of the Pequanock Rubber Co. to respect signed agreements and to at once restore normal industrial conditions in this community?"

After remaining silently thinking for a minute or so the president-mayor jumped to his feet, saying: "It's all right. This dual rôle I am playing has perplexities I did not comprehend before; but, if the men will come back to the mill they will all be given their old positions as fast as we can adjust the work to that end."

And that was the way it was settled, and, as evidence of his good faith, the company paid the men who worked on March 23 the half day's pay that was due them for working on a holiday. The president afterward told the conciliator that back pay amounted to a little more than $1,000.

Eccles Drop Forge Co., Auburn, N. Y.—A controversy at the plant of the Eccles Drop Forge Co. was reported to the Department in January, 1920, and its good offices invoked. Commissioner James Purcell was detailed.

It appeared that the 80 blacksmiths and helpers in the employ of the company had made a demand for a 20 per cent increase in wages. Thirty machinists and helpers were also interested in the dispute. The company in reply to the demand for increased wages stated that they were willing to pay as high as any other competing company in the city of Auburn, but refused to advance their rates unless such increase should also be put into effect by the competing shops.

In a conference with the employees Commissioner Purcell pointed out to them the inadvisability of attempting to compel this company to pay wages in excess of that prevailing in the other plants. The matter was amicably adjusted through an increase of 10 per cent which was finally allowed. The threatened suspension of operations was therefore averted.

Underwood Typewriter Co., Hartford, Conn.—This was a long drawn out strike of nine weeks and its settlement one of extreme difficulty. Commissioners of Conciliation Charles J. Fury and L. R. Thomas were assigned on July 21, 1919, upon request of the metal polishers employed by the company.

It developed, however, that various other crafts were also involved, about 4,500 men altogether being concerned in the dispute. The strikers maintained that they had received but two 10 per cent bonuses during the entire period of the war. After considerable difficulty a conference was arranged at the office of the Underwood Typewriter Co., which was attended by representatives of both sides and the commissioners of conciliation. This conference disclosed the fact that the company would not concede any of the demands, would not meet with committee of the men, and had a list of 10 men whom they would not take back under any circumstances.

Other conferences were held from time to time, however, and an adjustment was finally secured which was quite satisfactory to the employees. The agreement provided for an increase of 10 per cent in wages, a reduction in hours from 55 to 48 a week, and recognition of shop committees. It was also agreed that there should be no discrimination against union employees. The strike was declared off and on September 15, the men returned to work.

Virginia Railway & Power Co.—At the instance of W. D. Mahon, president of the Amalgamated Association of Street and Electric Railway Employees of America, Messrs. Thomas J. Williams and Homer J. Brown were appointed commissioners of conciliation to mediate a threatened strike of street railway employees of the Virginia Railway & Power Co.

Four divisions of the association operating in the cities of Norfolk, Portsmouth, Petersburg, and Richmond met in conference with the company's officials and presented a new proposed agreement for the four divisions. This proposition contained important changes in the working hours and requested increases in wages from the minimum of 41 cents then in effect to a minimum of 50 cents an hour, and from a maximum of 45 cents to a maximum of 60 cents an hour. It also provided that all disputes which might arise in the future, including the matter of wages, should be settled by arbitration. The company declined to accept the provisions of the proposed agreement. The four divisions then voted to suspend work unless the company receded from this position.

This was the situation when the commissioners of conciliation arrived on the ground. Separate conferences were arranged by the conciliators with both sides, and finally a joint conference of the contending parties was arranged. This conference remained in almost continuous session for three days, and prospects of an adjustment at times seemed remote. The best of good feeling, however, prevailed between the parties, and this culminated in a settlement finally being reached.

The company agreed to sign a general agreement covering the four divisions which granted a material increase in wages, with the stipulation that the company confer with a committee of its employees representing the four divisions at any time to discuss possible differences and to arbitrate all matters in which the two parties could not agree, excepting wages, hours, and questions affecting the operating costs. It was provided that this agreement should remain in force for a period of one year and continue thereafter from year to year unless a change should be desired by either party, when 30 days' notice must be given.

The acceptance of the proposition proved satisfactory to both parties, and very good feeling was established. This is all the more commendable in view of the fact that the relations prior to the reaching of the agreement were strained and talk of a strike which would have tied up the street-car service of the four cities was prevalent.

The commissioners attended the mass meetings held by the street railway men in the different cities of the divisions and assisted in explaining the provisions of the agreement.

The number of men directly affected was 1,449.

Standard Lime & Stone Co., Martinsburg, W. Va.—Representations regarding trouble at the plant of the Standard Lime & Stone Co. at Martinsburg were made to the Department in June, 1920, and its good offices requested. Commissioner Charles Bendheim was detailed.

The charge was made that several men had been dropped from the employ of the company for alleged union activities and a strike had been ordered, effective June 10. Between 250 and 300 men were involved. Commissioner Bendheim arranged conferences in an effort to bring the contending parties together. Representatives of the strikers finally agreed to call off the strike if the company would take back the strikers in a body. The company finally agreed to this proposition with the added assurance that there would be no discrimination against union employees. The strike was then declared off and operations resumed.

Jewelry workers, Kansas City, Mo.—A strike of 100 jewelry workers at Kansas City, Mo., was reported to the Department on April 24, 1920, and its good offices requested. Commissioner John B. Lennon was assigned to take up the matter. The dispute arose over the question of wages and working conditions in the various shops. Negotiations had been on for some time prior to the arrival of the conciliator, and no adjustment seemed possible. After hearing both sides in conference, Commissioner Lennon was able to secure an adjustment of the difficulties. A wage increase from $2.50 to $5 a week was granted, and the strike was declared off.

Packing-house adjustments.—The Department was largely instrumental in maintaining peace in the packing-house industry throughout the country during the past year. The machinery previously established was continued. A total of 194 packing-house controversies in various cities were taken up and passed upon by Federal Judge Samuel Alschuler, assisted by Daniel O. Cargill and other commissioners of conciliation of the Department. In addition 75 minor disputes were adjusted on short notice. Uninterrupted production has been the story in Chicago and other packing-house centers during the fiscal year. A continuation of these satisfactory conditions are in prospect for the immediate future.

Metal trades, Honolulu, Hawaii.—A strike of machinists, boiler makers, blacksmiths, molders, and pattern makers in the shops of the Honolulu Iron Works and Catton, Neill & Co. (Ltd.), Honolulu, Hawaii, was reported to the Department in September, 1919, by the International Association of Machinists and the

assignment of a commissioner of conciliation was requested. Mr. Richard Halsey, commissioner of immigration of the port of Honolulu was designated as commissioner of conciliation and instructed to use his good offices in bringing about an adjustment.

It was reported that this was the first strike of importance in the islands in 20 years. The trouble arose over the discharge of the president of the machinists' union. It was also alleged that he had been threatened with deportation from the islands. Another complaint was that a blacklist was in effect in the shops concerned, and that a number of the employees had been unable to secure employment in the islands after being discharged by the companies concerned. The question of wages was not involved in the controversy.

Mr. Halsey found that the plants were being picketed, but that no disorder had ensued. A number of conferences were held with both sides and a joint conference was finally arranged and held in the office of the commissioner of immigration. All matters in dispute were carefully gone over and an amicable adjustment was secured. The matter of securing the reinstatement of the discharged president of the machinists' union was dropped, as that official expressed his desire to leave the islands.

The agreement calls for the appointment of shop committees to take up all matters in dispute. It also provides that eight hours shall constitute a day's work with four hours on Saturday. All work in excess of eight hours to be paid at the rate of double time.

The adjustment of the strike was hailed with great satisfaction by both the companies and the men involved, and the Department was congratulated upon the successful outcome of its efforts.

Butchers and abattoir workers of New Orleans, La.—The Bureau of Markets, United States Department of Agriculture, requested the Department of Labor to mediate a strike of butchers and abattoir workers in New Orleans, La., on Augus 29, 1919. Commissioner Joseph S. Myers was assigned.

It appeared that this strike took place on August 11 and had been pending for nearly three weeks before the good offices of the Department of Labor were requested. A serious situation existed in the yards of the Cooperative Abattoir Co. and the Crescent City Stockyards and Slaughterhouse Co., where cattle, sheep, and hogs had been confined for several days. No conferences had been held between the contending parties, and the case was deadlocked. Commissioner Myers immediately arranged conferences with representatives of both sides. The companies had previously refused to meet committees of their employees if such committees were accompanied by the union organizer who was not an employee. The committees were equally firm in refusing to go into conference without the organizer.

After innumerable conferences, all differences were adjusted save the demand for a wage increase. At this period of the negotiations the commissioner urged arbitration as a solution, which suggestion was finally adopted. Two members were appointed from each side, and Commissioner Myers was jointly agreed upon as the fifth member.

The following increases were allowed by the board of arbitration: For employees receiving $17 per week or less, 12½ cents an hour; for employees receiving $25 to $30 a week, 7 cents an hour; all employees under 18 years of age, 5 cents an hour.

This decision of the arbitrative board was satisfactory to both sides and peace was restored in the industry in New Orleans.

Packing houses, Cleveland, Ohio.—Pursuant to a request from Mr. P. J. Guest, an official of the Amalgamated Meat Cutters and Butcher Workmen of North

America, the Department assigned Commissioner John J. Walsh to take up the dispute involving the packing-house employees at Cleveland, Ohio.

This controversy developed from the interpretation of the award made by Judge Alschuler, whose decision in the Chicago packing-house cases had been accepted and put into effect in Cleveland. Eight hundred men, members of the meat-cutters' union, had walked out as a result of a misunderstanding as to the terms of the award. Suspicions as to the motives of the contending parties had created a feeling of unrest and discontent which had culminated in a walkout of the men in the early days of March.

Commissioner Walsh was able to gather together in conference representatives of both sides, and after considerable discussion prevailed upon them to submit their differences to Judge Alschuler who had made the original award. The men then agreed to return to work pending official action by that official. In the midst of his onerous duties as administrator in Chicago, Judge Alschuler found time to proceed to Cleveland and hold a hearing. A prompt decision was then handed down which was acceptable to both sides and had the effect of establishing much better feeling.

Piano, organ, and musical instrument workers, New York City.—A strike of musical instrument workers involving between 9,000 and 10,000 workers occurred in New York City in the fall of 1919. Many of these workers were affiliated with the Piano, Organ, and Musical Instrument Workers' International Union of Greater New York.

The strikers demanded recognition of their union and closed shop; a 44-hour week, with a minimum wage of $36 for journeymen workmen and $42 for all pieceworkers. Double time was also demanded for overtime over eight hours and assurances of no Sunday work. Commissioner Robert M. McWade was assigned by the Department to endeavor to adjust the difficulties. Commissioner McWade found that the strike had been pending for nearly three months and that about 3,500 of the strikers had returned to work under the old conditions. The employers maintained that the leaders of the strike were men of radical tendencies, affiliated with the I. W. W. and anarchistic organizations. For this reason they refused to deal with the leaders of the strike and posted notices in their shops providing the terms on which the strikers might return. A few of the smaller companies granted the demands made upon them, but the others held firm, and after a long period of idleness the strikers gradually returned to work under the same terms which existed when the strike began.

Central States Bridge Co., Indianapolis, Ind.—A lockout of the employees of the Central States Bridge Co., of Indianapolis, Ind., was reported to the Department on January 15, 1919. Commissioners James J. Barrett and Frank T. Hawley were assigned to the matter. The construction work being done by this company was for the Railroad Administration, but an appeal to that service met the reply that the employees concerned were working for a contractor and not for the railroad, and therefore the Railroad Administration had no jurisdiction.

About 200 men were directly and indirectly concerned in the dispute. Conferences were arranged by the commissioners at Indianapolis on January 20. The men demanded an increase from 92 cents an hour to $1 an hour.

The dispute was finally adjusted by granting all the demands of the men and the establishment of a $1 rate for structural work at Indianapolis.

Hamilton Carhart Cotton Mills, Rock Hill, S. C.—In April, 1920, the Department received a request from the Hamilton Carhart Cotton Mills, of Rock Hill, S. C., for an investigation to be made of the alleged activities of agitators who were said to be disturbing the peaceful conditions existing in that plant.

It appeared that this corporation was an employer of union as well as non-union labor and had no objection to its employees joining the union, but protested against the alleged pernicious activities of a few of its employees. Commissioner J. W. Bridwell was detailed to conduct an investigation. The difficulties had arisen over the discharge of two employees who had been active in the labor organization. As a result of this action by the company a strike had been called to take effect on April 23. At Commissioner Bridwell's suggestion, this action was rescinded until an investigation could be made.

Upon taking the matter up with the officials of the company it was ascertained that the discharged employees would not be reinstated, as it was alleged that they were troublesome characters and had been the cause of considerable inconvenience and annoyance to the company. Assurances were given, however, that the company was willing to deal fairly with its employees and would not discriminate because of union affiliations.

Commissioner Bridwell then conferred with representatives of the employees and counseled them to remain at work. The matter was finally satisfactorily settled by the discharged employees securing work elsewhere.

Scranton Pump Co., Scranton, Pa.—This was a long-drawn-out and stubbornly fought case in which the Department was unable to secure an adjustment. The trouble dated back to 1918, when the machinists requested an increase in wages. No agreement was reached and the president of the company communicated with two other companies doing similar work in Scranton, suggesting that the questions as to wages and hours of labor, etc., be submitted to the War Labor Board, both sides agreeing to abide by its decision. The three plants then signed and forwarded to the War Labor Board a submission of their case, and the employees, by their representatives and the machinists' local union, also agreed to submit their differences to the board.

The section of the War Labor Board delegated to hear the case was unable to arrive at a decision, and in accordance with the rules of the board the matter was placed before an umpire for final action. Judge J. Harry Covington was chosen by lot as the umpire and proceeded to hand down his decision. The award of Umpire Covington was accepted and put into effect by the two other companies at Scranton, but the Scranton Pump Co. refused to accept its provisions, claiming that the decision was couched in ambiguous terms and questioning the authority of the umpire to act.

At this stage of the proceedings the good offices of the Division of Conciliation were requested, and Commissioner John J. S. Rodgers was detailed. Conferences were arranged without result. Appeals were made to the chamber of commerce, board of trade, and other agencies in Scranton, but an adjustment could not be secured. An appeal by the employees to the Department of Justice was met by the statement that there was no basis for legal action. On the assumption that the actions of the company constituted a breach of contract, suits were instituted in the Lackawanna County courts for the recovery of wages alleged to be due certain employees. Decision in these cases is expected at the next term of court in September or October, 1920.

United States Gypsum Co., Plasterco, Va.—A threatened strike of 200 employees of the United States Gypsum Co., at Plasterco, Va., was adjusted in April, 1920. Mediation in this case was requested by Mr. Fred W. Suitor, secretary-treasurer of the Quarry Workers' International Union of North America.

It was alleged by the quarry workers that they were compelled to work 10 hours a day in the quarry and 12 hours a day in the mill. Commissioner F. G. Davis was assigned by the Department with instructions to bring about an adjustment if possible.

Commissioner Davis conferred with the officials of the company and procured from them a statement, a copy of which follows:

"We will make an increase of 5 cents per hour to all men, working either under ground or on the surface, who work on the hourly basis. We will increase the price of loading cars underground 6 cents per car. We will increase the price paid to the mixing crew for sacking and loading material one-half cent per ton. We will not recognize or deal with any union committee, but will at any time talk to the men as employees of the United States Gypsum Co. This means that we recognize no right of the employees to interfere in any way with our hiring or discharging whomsoever we please, if we consider that we have just reason for such proceeding. Our working hours will remain the same as formerly."

The provision of the above statement proved satisfactory to the employees and they returned to work.

Buffalo-Springfield Roller Co., Springfield, Ohio.—A lockout at the plant of the Buffalo-Springfield Roller Co., at Springfield, Ohio, was reported in May, 1920, and the good offices of the Department requested. Commissioner James A. Smyth was delegated to adjust the matter if possible.

The charge was made by the discharged employees of this company that they had been blacklisted and were unable to secure employment in the other shops at Springfield. The trouble arose over demands for an increase in wages and change in working conditions and an eight-hour day. A 10-hour day had previously obtained in the shop. The committee presenting the demands had requested an answer within 12 days. No answer having been received at the expiration of this period of time a committee of the employees had contemplated calling at the office of the company the following morning to ascertain what the intentions of the company were. The company, however, posted notices stating that until further notice the plant would be closed down. The boiler makers, sheet-metal workers, and painters, however, continued at work. A conference was arranged by Commissioner Smyth with the officials of the blacksmiths and machinists, and later with the general manager of the plant. The general manager maintained that they had never discriminated against union employees and had no intention of doing so in the future. They also agreed to take back all employees as soon as the work and the conditions in the shop would permit. This arrangement was satisfactory to the idle employees and operations were resumed.

Demands of the Fishermen's Union for a change of the basis of settlement of wages.—For 75 years or more the method of employment in the fishing industry was on what was called a system of "lays"; that is, where only one man went from the vessel in each dory to fish one-fifth of the total proceeds of the sale of the total catch at the market was paid to the owner before any expenses were paid, the remaining four-fifths was divided among the fishermen after all food, bait, ice, gasoline, oils, and gear was paid for. On schooners that employed what is known as double-dory fishermen—that is, where two fishermen went out in a boat—one-fourth of the total proceeds was paid to the owners of the boat; in the halibut fishing one-half was paid to the owner of the boat and the remainder divided among the fishermen after all expenses were paid. Up to the year 1917 all fishing gear placed aboard schooners, amounting to an average of $750 to $800 for a trip fit for the fishing grounds, all had to be paid for by the fishermen out of their "lays." In that year the fishermen struck against paying for this new gear, and the strike was finally settled by reference to Hon. Henry B. Endicott, whose settlement was as follows: That the vessels should be ready for fishing trip and pay for all fishing gear, then the lost and condemned gear, hooks, etc., should be counted

as stock charge,; that is, should be taken out of the gross stock before the owners received their one-fifth, one-fourth, etc., also the 10 per cent for the use of their lines each trip was eliminated by Mr. Endicott and his board.

Up to about 11 years ago the fishing was done by sailing vessels, but with auxiliary gasoline engines, and about that time steam trawlers began to make their appearance. Steam trawlers in Europe, especially in England, were already established; but for several years steam trawlers were unsuccessful on the Atlantic coast; finally American captains and crews were successful, and during the war a number were on the ways being built, but immediately after the armistice was signed a large number were purchased from France and England and began operation on the Atlantic coast.

A large number of the firms engaged in the fishing industry on the State Fish Pier in Boston had formed a trust, and during the war had advaneed the price of fish to such an extent as to attract the Department of Justice, which brought proceedings in the United States courts, dissolved the trust, and had some of its members sentenced to prison, which sentences are before the higher courts of appeal at the present time.

Fishermen on the trawlers were paid an extra bonus during the war to compensate for the dangers of German U-boats along the coast. Immediately after the signing of the armistice this bonus was withdrawn and the fishermen faced the high cost of living without an adequate return for his labor. Thereupon the five unions engaged in the trade, namely, the Fishermen's Union, the Captains, Mates, and Pilots, the Engineers, the Firemen, and the Fish Handlers' Unions, the latter of which does shore work only, all made demands for increased wages and regulations of the hours and conditions. These several matters were handled by H. J. Skeffington, as commissioner of conciliation, and were finally referred to the National War Labor Board. That board in the spring of 1919 heard the cases and adjudicated the wages and conditions for all the unions except the Fishermen's Union. The latter union demanded that the price of fish from the vessel to the owner on the wharf be fixed at certain figures, their wages to be based upon that figure. The Massachusetts State Board of Arbitration had previously refused to make such a decision, and the National War Labor Board also refused, whereupon the fishermen withdrew their case from the board. Immediately after withdrawing their case from the War Labor Board the union formulated a new demand.

This led to a strike of the Fishermen's Union at the Atlantic ports, such as Boston, Gloucester, and other smaller ports, involving 4,500 fishermen directly and 5,700 others in the industry indirectly. The strike took place July 8, 1919. This was the condition on August 4, 1919.

The conciliator thereupon called a meeting of various representatives of firms in the fishing industry on the eastern coast, as well as various unions engaged in the industry, to meet in the United States Circuit Court room, post office building, Thursday, August 7, 1919, and read to them the recommendation of the National War Labor Board of May 28, 1919, to the effect "that the representatives of the fishing industries should meet in conference with the view of (1) the establishment of fair and equitable machinery for prevention and adjustment of grievances and disputes which may arise in the industry; (2) the promotion generally of amicable relations between employers and employees; (3) the negotiations of wage agreements for the industry as a whole. It is the judgment of the board that the parties engaged in this industry are best fitted by training and experience to work out the details in connection with these recommendations and urge that they be given serious consideration." There were present representatives of fishing companies, Fishing Masters' Association, Master Mariners' Association, Gloucester Board of Trade, and a

number of individual vessel owners of Gloucester, Portland, Boston, and Provincetown.

For a long time having operated with the Massachusetts State Board of Arbitration and Conciliation in many cases in Massachusetts in the person of Mr. J. Walter Mullen, the conciliator had invited him to come into this case. A thorough open discussion was had, and at a certain point the newspapers and public were excluded. Several meetings were held in the same room on different dates, and in the meantime the representatives of the fishing companies suggested that Hon. Edward F. McClennen, former special assistant to the Attorney General of the United States in the prosecutions against the fishing trust, be added to the board and that the board be made permanent. The proposition was accepted with a proviso that no part of this addition interfere with the assignment of the commissioner of conciliation. Mr. McClennen was elected chairman.

On August 12 another meeting was held in the same place and the board having drawn up an agreement to the effect that all parties concerned would submit their grievances and demands to the board for final settlement and would accept whatever decisions were rendered, including an agreement that there would be no strikes, lockouts, or cessation of work from any cause, which was agreed to. Subsequently, all the fish handling companies and all of the unions agreed with the exception of the Gorton & Pew Co. and the vessel owners of Gloucester, Mass. The board thereupon met, heard all of the parties and handed down a decision August 14, 1919.

It will be observed that this decision was for 60 days only. Meanwhile the number of steam trawlers had increased to 50. Some of these vessels were capable of taking 450,000 pounds of fish to the market in 10 days' work at sea. With that fleet working it was inevitable that there would be a very bad condition from overproduction. The price of fish went to the lowest point ever known in Boston. The fish-curing establishments in Gloucester were wholly unable to take care of what is known as old fish, and the owners and fish dealers were wholly unable to ship fresh fish throughout the country because of railroad troubles. Under these circumstances there was very great dissatisfaction among the fishermen and particularly those on the steam trawlers. An appeal to the board was made, numerous meetings were held, and finally on February 20, 1920, a second decision was made.

This decision is regarded as the most important ever rendered in the fishing industry. It stabilizes the basic wages and through the bonus of $3 a thousand in summer and $4 a thousand in winter gives a stimulus to the fishermen to care for their catch and present the fish to the market in good, merchantable condition. In view of the fact that deep-sea fishing is a very hazardous calling where loss of life is frequent and accidents not uncommon, but particularly in view of the fact that fishermen for many years had returned to their homes from vessels, not only without wages for their families, but actually in debt to the vessel for food, it will be seen that the board, recognizing the fact that the industry was in the process of being revolutionized by application of steam, had set a wage rate and other conditions commensurate with the industry of the fishermen. Owing to the condition of the constantly glutted market, the board was called upon to consider another phase of the difficulty and on February 20, 1920, issued a second, and on April 3, 1920, a third decision supplementary to the above.

The last decision is a modification of the decision which preceded it and was called for by the rapidly changing conditions of the business caused by the introduction of the steam trawlers.

Reference has been made to the refusal of the Gloucester fishing interests to come under the board of arbitration. After the first decision was rendered it was resisted by the owners at Gloucester and a threatening condition arose, but was happily averted by the acceptance of the terms and the subsequent acceptance of the arbitration agreement; thus about all the fishing interests on the Atlantic coast east of New York are lined up with the Board of arbitration.

The conditions in the business are exceedingly complex, but up to date have been successfully handled by the board, though not without very frequent conferences and a great deal of close application and study. The standard of the men going fishing from the Atlantic coast ports has been benefited and the character of the men changed. The families of the men are much better cared for than heretofore, and altogether the work so far accomplished bids fair to greatly benefit all concerned in the industry.

The only requisite at the present time is the marketing of the product in the inland cities, the project being to ship fresh fish as far west as Omaha, the railroad situation alone preventing that development. There are hopes, however, that this will be overcome and those engaged in the industry are looking forward anxiously to that time.

Disputes in the District of Columbia.—Hon. Rowland B. Mahany, interdepartmental commissioner of the Department of Labor, was designated by the Secretary of Labor to act as commissioner of conciliation in many of the industrial disputes arising in the District of Columbia. Controversies affecting the employees of the Washington Railway & Electric Co., Potomac Electric Power Co., the baking industry, and municipal employees of the District were all taken up by Mr. Mahany and adjusted before reaching the strike stage.

Through the efforts of the Department, industrial peace was maintained in the District of Columbia during the fiscal year, and many controversies that, had they reached the stage of strike or lockout would have seriously hampered the Government in the prosecution of its work and would have directly affected the business interests of the city of Washington, were happily averted.

The work of the Division of Conciliation in the successful adjudication of these important cases has been commended by the employers and employees concerned and by the local press as well.

Strike of the bituminous coal miners of the central competitive field and outlying districts.—In the month of February, 1919, President Frank J. Hayes, of the United Mine Workers of America, called a meeting at Indianapolis of the policy committee of that organization for the purpose of taking action on demands to be presented to the miners at their next convention. Considerable unrest had developed in the various coal fields of the country, principally on account of the rapid increase in the cost of living and the increase in the price of coal caused by the abnormal demand. The policy committee at the conclusion of its sessions adopted a report embodying demands for a substantial increase in wages, a six-hour day, and nationalization of the coal mines. On September 22, 1919, a convention of the United Mine Workers was held in the city of Cleveland, Ohio, for the purpose of placing an interpretation on the demands already formulated by the policy committee at Indianapolis. A joint conference of coal miners and operators of the central competitive field was called at Buffalo on September 23, 1919, at which conference the miners submitted the demands of the Cleveland convention to the operators.

These demands were as follows:

1. That there be a 60 per cent increase upon all classifications by day labor, tonnage, yardage, and day work in the central competitive field. That, of course, carries with it that the basis of understanding reached in the central competitive field on the part of the mine workers would be satisfactory in all outlying coal-producing districts.
2. That a six-hour day, five days per week, be established.
3. That the day labor be paid time and a half for overtime and double time for Sundays and holidays.
4. That pay days shall be upon a weekly basis.
5. That the double shift of work on coal for commercial tonnage be abolished.
6. That the automatic penalty clause be abolished.
7. That the internal differences not covered by interstate joint agreement shall be referred back to the respective districts for adjustment.
8. That any contract negotiated be effective from and after November 1, 1919, to run for a period of two years from that date.

The joint conference recessed at Buffalo on October 2 to reconvene in Philadelphia on October 9, 1919, for the purpose of continuing negotiations, but adjourned without agreement two days later, October 11.

The Cleveland convention had instructed Acting President John L. Lewis, in the event of failure to secure an agreement at the joint conference, to issue a strike order effective midnight of October 31, 1919. On October 14 Secretary Wilson, having learned that the strike order was about to be issued, sought to have it withheld until after he had had an opportunity to confer with Mr. Lewis and Mr. Thomas T. Brewster, president of the Coal Operators' Association. The request of the Secretary of Labor was made in a telegram as follows:

"OCTOBER 14, 1919.

"JOHN L. LEWIS,
"*Acting President United Mine Workers of America,*
"*Merchants' Bank Building, Indianapolis, Ind.:*

"Section 8 of the law creating the Department of Labor provides that 'The Secretary of Labor shall have power to act as a mediator and to appoint commissioners of conciliation in labor disputes whenever in his judgment the interests of industrial peace may require it to be done.' I have been very much disturbed by the reports to the effect that the operators and miners have failed to reach an agreement and have adjourned without making arrangements for further conference, and that a strike is therefore likely to take place in the bituminous coal fields of the United States on the 1st day of November. As the executive officer of the Government intrusted with the responsibility of mediation, I would like to have you meet me in the office of the Secretary of Labor at Washington at 11 o'clock Thursday morning, October 16, for the purpose of considering the situation as it exists in the bituminous coal fields. I would respectfully request that no strike order be issued until after I have had an opportunity of a conference with you. I have also asked Mr. Brewster, president of the Coal Operators' Association, to meet me at the same time and place.

"W. B. WILSON,
"*Secretary of Labor.*"

On the following day, October 15, Mr. Lewis wired the Secretary that the order had already been issued as per instructions of the Cleveland convention. Two days later, or on October 17, the Secretary of Labor invited a conference between a scale committee of the operators and miners to meet in the Depart-

ment of Labor on Tuesday, October 21, which conference convened on the date set and continued in session for four days. On October 24 the conference adjourned without reaching an agreement. On November 1 the strike began, and nearly 400,000 union miners ceased work. In the meantime, on October 21, 1919, the Attorney General filed a bill in equity at Indianapolis, Ind., before the United States district court praying for an injunction to restrain the miners from striking. Federal Judge Anderson issued the order, and it was followed by a writ of temporary injunction, dated November 8, calling upon the union officials to cancel and revoke the strike order, which order was revoked in the form and manner approved by the court. However, the men did not return to work, and to all intents and purposes the strike was in effect.

On October 30 President Wilson asked Federal Fuel Administrator Garfield to reassume his duties, and the administrator at once put into effect an order restoring war-time prices and distribution of bituminous and anthracite coal. The miners contended that their contract with the operators had expired because the war, to all practical purposes, was at an end, while the operators contended that the miners had broken their contract, because they had agreed to work to April 1, 1920, or until peace was declared. The Secretary of Labor on November 18 invited the coal miners and operators from all bituminous-coal producing fields in the United States to meet at Washington, and a conference resulted in which the Secretary of Labor made several suggestions, among them, first, that a joint conference of all the fields of the United States be held; second, that the central competitive field hold its joint conference and the other producing districts hold their joint conferences concurrently with the central competitive field; third, that the central competitive field take up and begin negotiations again. The last of these propositions was accepted, and the joint conference reconvened.

On November 20 the operators made a proposition giving an advance of 15 cents a ton for pick and machine mining and 20 per cent on day work contingent upon the Federal fuel administrator granting an increase in the selling price. The miners rejected this offer and reasserted their former demands. On November 21 the miners modified their original demands by asking for a 40 per cent increase, which was voted down by the operators. At this point the Secretary of Labor was notified by the joint scale committee that they had reached a deadlock and were about to adjourn unless the Government had some further suggestions to make. Upon receipt of this information Secretary Wilson submitted a basis of settlement, as follows:

"As I view the attitude of the public toward the present dispute between the miners and the operators in bituminous coal-mining operations, they will not willingly submit to pay a cent more for coal than is necessary to give a just wage to the miners and a fair profit to the operators, but they are willing to pay any rate that is fair to all three. The question to be determined, then, is what that rate should be.

"The figures produced by the Bureau of Labor Statistics for the three bituminous mining towns for which the workingman's family budget has been computed show an increase in the cost of living in these towns since December, 1914, of 79.8 per cent, as follows:

Estimated per cent of increase in cost of living in Brazil, Ind., Danville, Ill., and Pana, Ill., from December, 1914, to June, 1919.

Items of expenditure.	Per cent of total expenditure.	Average per cent of increase in prices from December, 1914, to June, 1919.	Per cent of increase adds to the family budgets.
Food	36.9	76.70	28.30
Clothing	16.8	128.30	21.55
Housing	10.3	17.75	1.83
Fuel and light	5.5	45.07	2.48
Furniture and furnishings	6.8	129.62	8.81
Miscellaneous	23.6	71.31	16.83
All items			79.80

"The run of mine pick mining price in the Pittsburgh and Hocking Valley fields in 1914 was 64.64 cents per ton. Adding 79.8 per cent to 64.64 cents gives an increase of 51.58 cents per ton. Since December, 1914, the miners in the Pittsburgh and Hocking Valley fields have received an increase of 23 cents per ton. Twenty-three cents deducted from 51.58 cents leaves a balance of 28.58 cents as the increase per ton that would be necessary to make the Pittsburgh and Hocking Valley mine run pick mining rates equivalent to the present increase in the cost of living.

"In 1914 the mine run pick mining rate in the Danville district of Illinois and the Indiana bituminous field was 61 cents per ton. Adding 79.8 per cent to 61 cents makes an increase of 48.67 cents per ton. The increase in the mining rate since December, 1914, has been 23 cents per ton. Deducting the 23 cents from 48.67 cents leaves a balance of 25.67 cents as the increase per ton necessary to bring the Danville, Ill., and Indiana bituminous mine run pick mining rates up to the equivalent of the present cost of living.

"These mining rates have always been accepted as the basic price upon which flat advances or decreases should be computed in order to avoid changing the differentials between different kinds of mining. Assuming that the Pittsburgh and Hocking Valley rates and the Danville and Indiana bituminous rates have equal weight and taking the average, we arrive at 27.12 cents per ton as the increase that would be necessary to bring the miners to the equivalent of the present increase in the cost of living, which would be fair to the public, fair to the operators, and fair to the miners.

"An increase of 27.12 cents per ton would be 30.94 per cent increase on the present Pittsburgh and Hocking Valley rates, and 32.28 per cent increase on the present Danville, Ill., and Indiana bituminous rates, or an average increase of 31.61 per cent. Applying this increase to the rate to drivers, which has also always been the basic rate upon which a flat advance to day wage workers has been computed, we get 31.61 per cent of $5, or $1.58, as the advance per day in wages of day men.

"On the same basis yardage and dead-work should be increased 31.61 per cent.

"To summarize: There should be a flat increase in mining rates of 27.12 cents per ton, a flat increase in day wages of $1.58, and an increase in yardage and dead-work of 31.61 per cent."

The miners signified their willingness to accept the proposition, and the operators also intimated that it would be acceptable to them if they could have a definite assurance from the fuel administrator, Dr. Garfield, that he would fix

a selling price for coal that would enable them to operate at a profit. An adjournment was therefore taken to enable them to consult with Dr. Garfield. Three days later, on November 24, Dr. Garfield appeared before the joint conference and enumerated the following principles:

"(1) The public must not be asked to pay more than it is now paying for coal unless it is necessary to do so in order to provide reasonable wages to the mine workers and a reasonable profit to the operators.

"(2) The arrangement entered into between the operators, the mine workers, and the fuel administrator, with the sanction of the President of the United States, in October, 1917, was intended to equalize the wages of all classes of mine workers and to be sufficient to cover the period of the war, but not beyond March 31, 1920; hence the only increase in cost of living which can now be considered is the increase above that provided for by the average increase in 1917; that is to say, the average total increase in pay over the 1913 base, which was the base considered in 1917, should not exceed the present average increase in the cost of living over the same base. It is also to be considered that the cost of living will fall rather than rise during the next few years.

"(3) The maximum prices fixed by the Government on coal were calculated to increase production of coal for war purposes. Coal was basic and the increase imperative. The public ought not be asked to pay and will not now pay the increase over normal profits then allowed for the purpose of stimulating production.

"(4) Any increases in wages now arrived at on the basis of the foregoing principles should be borne by the operators or the public or both, as may be determined by the application of these principles, and should take effect as of the date when the men returned to work.

"(5) The needs of the United States are not alone to be considered; Europe is in desperate need of coal and should have all that we can spare."

On November 26 he stated his conclusions as follows:

"Applying the principles set forth in paragraph 2 of the statement of November 24, when the average increases in wages since 1913 for the various classes of mine workers are deducted from the increase in the cost of living since that time, we arrive at the amount of additional increase in wages justifiable at the present time. I have taken the figures of the Bureau of Labor Statistics for both cost of living and for the weighted averages of wage increase. According to these figures the cost of living has risen 79.8 per cent since 1913, and the amount necessary to bring the average wages of mine workers up to this point at the present time is 14 per cent."

The miners rejected this proposition, but expressed their willingness to accept that of the Secretary of Labor. The operators immediately issued a statement accepting Dr. Garfield's proposition. In the meantime the leaders of the United Mine Workers of America were summoned to appear before Judge Anderson December 9 at Indianapolis to answer charges of contempt of court in not obeying the mandate of the court to withdraw the strike order. Through a series of conferences with Attorney General Palmer and the officials of the United Mine Workers an understanding was reached on December 6 for the settlement of the strike controversy by the creation of a commission, and the same was accepted for the miners through their representatives at Indianapolis on December 10. The contempt proceedings were canceled and work was resumed as soon as possible. On December 20 President Wilson created the United States Bituminous Coal Commission to take up, consider, and hand down an award on all matters in dispute. The personnel of the commission was as follows: Henry M. Robinson, of California, chairman; Rembrandt Peale,

of Pennsylvania; and John P. White, of Iowa. The report of the commission was submitted to the President on March 8, 1920, and the principal points in the award follow:

"THE AWARD.

"We hereby award that all the terms, conditions, and provisions, mining rates, and wage schedules in effect on October 31, 1919, in what is known as the Washington agreement, dated October 6, 1917, and the agreements preceding the Washington agreement, to which the Washington agreement is supplemental and upon which it is predicated, applying to the central competitive field and the outlying districts, shall be written into the agreement for which these findings constitute a basis, except as the same may be modified by the awards and recommendations hereinafter set forth.

"As a modification of the terms of the agreements above recited, we award:

"A. That the following specific awards shall constitute the basis upon which wage agreements in all districts shall be predicated. They are not subject to negotiations, but shall be written into all agreements and schedules of wages.

"B. That the 14 per cent average increase in wages fixed by the United States Fuel Administration shall be eliminated on March 31, 1920, and in lieu thereof the wage scale of the Washington agreement referred to shall be increased as set forth herein.

"C. That the agreement for which this award constitutes a basis shall take effect April 1, 1920, and continue in effect up to and including March 31, 1922.

"D. That the mining prices for mining mine-run coal, pick and machine, shall be advanced 24 cents per ton.

"E. That in the block-coal field of Indiana, and in other localities that are still on the screened-coal base, the usual methods of applying the tonnage rates shall continue. This also has its application to districts that have a joint understanding in applying wage increases to low coal.

"F. That all day labor and monthly men (the advance to each monthly man to be based on an average of the usual number of days he is required to work in a month), except trappers and other boys, be advanced $1 per day. Trappers and boys receiving less than men's wages to be advanced 53 cents per day.

"G. That all yardage, dead work, and room turning be advanced 20 per cent: *Provided, however*, That nothing shall prevent the representatives of the miners and operators in any district, in joint conference, from taking the flat equivalent of the 20 per cent and applying it to yardage, dead work, and room turning, if by so doing they will make for uniformity and maintain the differentials. Failing, however, to agree to such application, then the 20 per cent shall be applied on the existing rates, effective October 31, 1919.

"H. That the decisions, which hereinbefore appear in the body of this report and which are hereinafter summarized, are to be incorporated, according to the letter and spirit of the said decisions, in the agreements to be drawn between the miners and operators; and that the said decisions shall constitute the basis upon which the wage agreements in all districts shall be predicated. They are not subject to negotiations, but shall be written into all agreements and schedules of wages. However, the several joint-scale committees may, by mutual agreement, make such proper adjustment of local conditions as may come within the terms and scope of this award, and of the Washington agreement, dated October 6, 1917, and of the agreements preceding the Washington agreement, to which the Washington agreement is supplemental, as more fully set forth in clause No. 6 of the joint agreement of the central competitive field, dated March 9, 1916."

Strike of bituminous miners in Illinois and adjacent States.—Claiming that the award of the Bituminous Coal Commission did not provide a just increase

in wages for day laborers in and about the mines, considerable unrest developed in Illinois, Ohio, and Indiana, and in July, 1920, at a conference in Chicago officials of the United Mine Workers of the State of Illinois presented a demand for a $2 a day increase in wages for day laborers, including drivers, timbermen, and pump men. The operators refused to yield to the demands, although it was alleged that some of the operators in the State of Illinois, either personally or through their superintendents, had stated that the day laborers were entitled to a substantial increase. Following the Chicago conference and the refusal of the operators to grant an increase, strikes were precipitated in many of the mines in Illinois.

On July 21 representatives of the Illinois coal operators came to Washington and appealed to President Wilson to take some action to check the strike of laborers employed at their mines. In a memorandum left at the White House for the President's consideration the operators expressed fear that the strike might spread from Illinois throughout the central competitive field, stopping the bituminous coal production in Indiana, Ohio, and western Pennsylvania as well as in Illinois. The operators' memorandum explained that they felt bound not to depart "except through some governmental action" from the existing contract with the men based on the wage scale fixed by the Government commission named to settle the coal strike last fall. The matter was referred by the President to the Department of Labor, and on July 23 the Secretary of Labor selected Commissioners of Conciliation W. H. Rodgers, John B. Lennon, and John J. Walsh to take up the case, and directed them to proceed at once to Springfield, Ill., and put forth every effort to induce the men on strike to return to work and also to prevent the strike from spreading to mines then at work.

The situation was further aggravated by the threatened shortage of coal in this section because large portions of the country were dependent on the Illinois coal production for the winter's use.

On July 26 the commissioners of conciliation reported that they had had a conference with Mr. Frank Farrington, president of the Illinois miners, and associate resident officers of the organization regarding the resumption of work in idle mines, and stated that "their position is they have endeavored to have the men remain on the job, and it is useless to attempt to have men resume work unless they first have assurance from the Government that the day-wage question will be reopened to readjust it; that they can not prevail on the men to return to work on account of press reports; also statements made to the men by mine foremen, superintendents, and coal operators to the effect that the day men are entitled to a higher wage rate." On July 27 the commissioners reported that 60,000 mine workers were idle. In the meantime many mines had become idle in Indiana and Ohio.

On July 30 President Wilson issued the following statement addressed to the United Mine Workers of America:

"To the MEMBERS OF THE UNITED MINE WORKERS OF AMERICA.

"GENTLEMEN: It is with a feeling of profound regret and sorrow that I have learned that many of the members of your organization, particularly in the State of Illinois, have engaged in a strike in violation of the terms of the award of the Bituminous Coal Commission and your agreement with the Government that the findings of the commission would be accepted by you as final and binding. I am distressed not only because your action in refusing to mine coal upon the terms which you had accepted may result in great suffering in many households during the coming winter and interfere with the continuation of industrial and agricultural activity, which is the basis of the prosperity which you in common with the balance of our people have been

enjoying, but also, and what is of far more importance to you, because the violation of the terms of your solemn obligation impairs your own good name, destroys the confidence which is the basis of all mutual agreements, and threatens the very foundation of fair industrial relations. No government, no employer, no person having any reputation to protect can afford to enter into contractual relations with any organization that repeatedly or systematically violates its contracts.

"The United Mine Workers of America is the largest single labor organization in the United States, if not in the world, but no organization can long endure that sets up its own strength as being superior to its plighted faith or its duty to society at large. It has in the past built up an enviable reputation for abiding by its contracts, which has been one of its most valuable assets in making wage agreements. It may now make temporary gains by taking advantage of the dire necessities of the balance of the people through the violation of these contracts, but what of the future? How can it expect wage contracts with the employers to be continued, in the face of such violations when normal conditions have been restored and the country is free from the fear of immediate shortage of coal? How will it be able to resist the claims of the operators in the future who take advantage of the precedent which the miners have established and decrease wage rates in the middle of a wage contract under the plea that they are unable to sell the coal at the then existing cost of production? A mere statement of these questions ought to be sufficient to awaken the mine workers to the dangerous course they are pursuing and the injuries they are inflicting upon themselves and the country at large by the adoption of these unwarranted strike policies.

"In the consideration of the Nation-wide wage scale, involving many different classes of labor by the Bituminous Coal Commission in the limited time at its disposal, some inequalities may have developed in the award that ought to be corrected. I can not, however, recommend any consideration of such inequalities as long as the mine workers continue on strike in violation of the terms of the award which they had accepted as their wage agreement for a definite length of time. I must, therefore, insist that the striking mine workers return to work, thereby demonstrating their good faith in keeping their contract. When I have learned that they have thus returned to work, I will invite the scale committees of the operators and miners to reconvene for the purpose of adjusting any such inequalities as they may mutually agree should be adjusted."

Immediately following the receipt of the President's statement President Lewis, of the mine workers, called upon every local in Indiana and Illinois to return to work in accordance with the President's request, and issued an order instructing and directing that the miners on strike in Illinois and Indiana immediately return to work so as to permit normal operation of the mines. On July 31 President Farrington, of the Illinois miners, issued telegraphic instructions to the presidents of local unions in that State, instructing them to notify their members to return to work on Monday morning, August 2, or as soon as possible thereafter. The miners, in response to these orders, immediately began to resume work, so that on August 3, 50 per cent of the mines in Illinois were in operation. The situation cleared up daily until on August 9 practically all of the mines in Indiana were working and all in Illinois with two or three exceptions. On August 10 President Wilson, in conformity with his promise, called the joint scale committee of the operators and miners of the central competitive field to meet in the city of Cleveland on August 13. The conference met on the day set in the President's communication. The four States comprising the central competitive coal field were unable

to reach an agreement as a unit. but a satisfactory disposition was made of the matters in dispute by the miners and operators of each of the States separately.

Situation in the anthracite coal districts of Pennsylvania.—On May 5, 1916, an agreement was executed by representatives of the anthracite operators and mine workers which provided for increases in wages, modification of certain conditions of employment, and a continuation of the award of the Anthracite Coal Strike Commission and subsequent agreements excepting as the same were modified by said agreement for a period of four years ending March 31, 1920. The conditions brought about by the war during the life of the agreement made it advisable to increase the wage compensation of the mine workers, so that supplemental agreements were made in conjunction with the United States Fuel Administration, increasing the compensation of the workers, but in other respects retaining the terms and conditions of the agreement of May 5, 1916. These modifications or changes were executed under dates of April 25, 1917, November 17, 1917, and November 15, 1918. The increases provided in the last agreement were in lieu of increases provided in the two preceding supplemental agreements.

At the tridistrict convention of the anthracite miners, held August 19 to 23, 1919, certain demands for increases in wage rates and changes in conditions of employment were adopted. These demands were presented to the operators at a joint conference of operators and mine workers held in New York City March 9, 1920. The demands were referred by the joint conference to a scale subcommittee of four operators and four mine workers to consider and report back with definite recommendations on all demands presented. The scale subcommittee met in New York City March 11 to April 29, 1920, at which time it developed that no agreement could be reached upon the matters in dispute, and the Secretary of Labor thereupon laid a request before the committee inviting them to meet with him at Washington. Both the operators and mine workers accepted the invitation, and the scale subcommittee met with the Secretary of Labor for the purpose of continuing their efforts to reach an agreement, beginning on May 1, 1920, and at different periods up to and including May 20, 1920. On May 19, convinced that the operators and miners' committee would be unable to reach an agreement, the Secretary of Labor called the matter to the attention of the President of the United States in the following communication:

"MAY 19, 1920.

"MY DEAR MR. PRESIDENT: For the past two weeks or more I have been in negotiation with the anthracite coal miners and operators in an effort to reach an agreement. The operators are willing to accept an agreement on the basis of a $4 per day minimum and a $6 per day maximum for day labor that had a minimum of $1.50 and a maximum of $3 per day in 1914. The scale committee of the mine workers has rejected this proposition and is insisting upon a still further increase. I have been unable to get the operators to concede the further increase, and I do not feel that I could justify my position before the public in insisting that the additional concession should be made.

"If the miners persist in their position, I fear it will mean a strike of the entire anthracite coal field by June 1. I would like to know if I may say to the miners' scale committee that it is your desire that there should be no interruption of anthracite coal production and that the miners should either accept the terms that have been presented by me as a compromise and accepted by the operators, or submit the matters in dispute to a commission to be appointed by you and continue at work pending its decision.

"Faithfully, yours,

"W. B. WILSON, *Secretary.*

"The PRESIDENT,
"*The White House.*"

In the meantime the Secretary had submitted to the operators' scale committee a memorandum showing the basis upon which the mine workers were willing to enter into an agreement. Representatives of the mine workers, on May 20, expressed the desire of consulting with a convention of the anthracite-coal miners relative to the policy to be pursued. The convention was called at Wilkes-Barre, Pa., on the following Monday morning, May 24. Prior to this, on May 21, the President of the United States issued a statement to the operators and miners of the anthracite wage-scale committee as follows:

"MAY 21, 1920.

"To the OPERATORS AND MINERS OF THE ANTHRACITE WAGE SCALE COMMITTEE.

"GENTLEMEN: I have watched with more than passing interest your efforts to negotiate a new wage scale for the anthracite coal fields. The arrangement to continue work at the mines after April 1, pending the adoption of a new agreement, which you entered into when the previous wage scale was about to expire, was highly commendable and filled us all with hope that a new contract would be mutually worked out and the supply of anthracite coal continued without interruption. I sincerely trust that the hope will be fully realized.

"I have, however, been advised that there is a possibility you may not come to an agreement. I am sure I need not remind you that we have not yet recovered from the economic losses incident to the war. We need the fullest productivity of our people to restore and maintain their own economic standards and to assist in the rehabilitation of Europe. A strike at any time in a great basic industry like anthracite coal mining would be a very disturbing factor in our lives and industries. To have one take place now while we are actively engaged in the problems of reconstruction would be a serious disaster. Anthracite coal is used principally in domestic consumption. Any shortage in the supply would affect a multitude of homes that have been specially equipped for the use of this kind of fuel. It would have to be supplemented by the use of substitutes such as bituminous coal or oil, diverting these commodities from transportation and manufacturing industries which they now supply, using more cars because of the longer hauls, and thereby reducing the efficiency of our transportation systems that are already burdened beyond their capacity. Such a condition must not occur if there is any way of avoiding it.

"I am not familiar with the technical problems affecting the making of your wage scale. You are. You should therefore be able to effect an agreement. If for any reason you are unable to do so, I shall insist that the matters in dispute be submitted to the determination of a commission to be appointed by me, the award of the commission to be retroactive to the 1st of April in accordance with the arrangement you have already entered into, and that work be continued at the mines pending the decision of the commission. I shall hold myself in readiness to appoint a commission similarly constituted to the one which I recently appointed in connection with the bituminous coal mining industry as soon as I learn that both sides have signified their willingness to continue at work and abide by its decisions.

"Respectfully, yours, "WOODROW WILSON."

The Secretary of Labor assigned as commissioners of conciliation to proceed to Wilkes-Barre to be present at the time of the miners' convention and assist in any way possible in bringing about a settlement, Messrs. Rowland B. Mahany, James Purcell, and Hugh L. Kerwin. The convention was in session three days and finally decided to accept the offer of President Wilson, made in his statement of May 21, for the appointment of a commission, and that work in the mines would be continued under the understanding agreed to between the operators and miners and reiterated by the President, which would protect the mine workers in any increases granted as of April 1. The operators also

accepted the recommendation of the President, and accordingly on June 8, 1920, President Wilson selected as members of the commission, Dr. William O. Thompson, of Columbus, Ohio; Neal J. Ferry, of McAdoo, Pa.; and William L. Connell, of Scranton, Pa. The commission held hearings at Scranton and Washington, D. C., over a period of several weeks, and in August, 1920, submitted a report of its findings and award to the President, the same being approved by the President on August 30, 1920, with the exception of one section in which the commission exceeded the terms of the submission. On August 30 Secretary Wilson submitted to John L. Lewis, president of the United Mine Workers, and to the representatives of the operators and mine workers a telegram, as follows:

"AUGUST 30, 1920.

"JOHN L. LEWIS,

"*President United Mine Workers of America,*

"*Merchants' Bank Building,*

"*Indianapolis, Ind.:*

"The President has to-day accepted the award of the Anthracite Coal Commission submitted by the majority, in so far as it is within the limits of its jurisdiction under the terms of the submission. He takes the ground, however, that inasmuch as the question of back pay was a matter of mutual agreement and not in dispute, the majority could not make a decision providing for the payment in installments, and therefore that portion of the award should be stricken out and the balance accepted. Under the terms of the submission it was provided that when the award of the commission is made it will be written into an agreement between the anthracite operators and the miners in such manner as the commission may determine. The commission has decided 'and directs that the form of contract entered into as provided in this award shall be between Districts 1, 7, and 9 of the United Mine Workers of America, as represented by the presidents of the three districts, and the anthracite operators.' In accordance with this decision and by direction of the President, the scale committee of Districts 1, 7, and 9, United Mine Workers of America, and the scale committee of the anthracite mine operators are hereby requested to meet in joint session in the city of Scranton, Pa., at 10 a. m., September 2, 1920, for the purpose of writing the award into contractural relations between Districts 1, 7, and 9 of the United Mine Workers of America and the anthracite mine operators."

Representatives of the mine workers in three anthracite districts met on September 3, and, in compliance with the President's message, wrote into an agreement the award of the Anthracite Coal Commission.

Strong opposition, however, developed on the part of the workmen to the award, and request was made on September 8, 1920, to the President and Secretary Wilson for a reopening of the same, contending that the award of the commission was inadequate, and stating that in view of what had transpired recently in the bituminous coal-mining industry in the adjustment by the scale committees of inequalities, the same policy should be pursued with regard to the anthracite fields. This request for a reopening was signed by Phillip Murray, Thomas Kennedy, John Collins, and C. J. Golden, representing the anthracite mine workers. In the meantime many of the mine workers, dissatisfied with the award, refrained from work, under the pretense of taking a vacation, and this unrest continued to spread throughout the anthracite fields until practically all of the mines were idle and a most serious situation confronted the public.

On September 9 President Wilson, replying to a request of the representatives of the anthracite workers that he convene a joint scale committee of the opera-

tors and miners for the purpose of adjusting certain inequalities, refused to call such a meeting while the men remained away from their work. The President's statement follows:

"SEPTEMBER 9, 1920.

"Messrs. PHILLIP MURRAY, JOHN COLLINS, THOMAS KENNEDY, C. J. GOLDEN,
"Representing the Anthracite Mine Workers, Scranton, Pa.

"GENTLEMEN: I am in receipt of your telegram of September 8, informing me that you have written the award of the Anthracite Coal Commission into an agreement with the anthracite operators despite the fact that you are convinced that the award in itself does not provide that measure of justice to which you believe your people are entitled. I sincerely thank you for the promptness with which you have acted, notwithstanding your disappointment. It is a policy of that kind, carried into effect by the rank and file of the workers, that has made for the steady improvement of the conditions of the anthracite miners in recent years and which lays the foundation for still further progress.

"You ask me to convene the joint scale committee of anthracite operators and miners for the purpose of adjusting certain inequalities which you assert exist in the award of the Anthracite Coal Commission. In that connection your attention is called to a telegram which I sent to Enoch Williams and others in reply to a telegram I received from them stating that the anthracite miners would refrain from working unless I set aside the award of the Anthracite Coal Commission on or before September 1. In that telegram I said:

"'If your communication, declaring your intention to refrain from working unless I set aside the award of the Anthracite Coal Commission on or before September 1, 1920, is intended as a threat, you can rest assured that your challenge will be accepted and that the people of the United States will find some substitute fuel to tide them over until the real sentiment of the anthracite mine workers can find expression and they are ready to abide by the obligations they have entered into.'

"Notwithstanding the plain warning contained in that telegram, which was given wide publicity, the majority of the anthracite coal miners, following the leadership of these men, have refrained from work under the guise of taking a vacation. In doing so they have not deceived anyone, not even themselves. When a body of men collectively refrain from working by mutual understanding, however arrived at, it is a strike, no matter what name may be given to it. Our people have fought a great war and made untold sacrifices to insure, among other things, that a solemn agreement shall not be considered as a mere scrap of paper. We have declined to enter into friendly relations with Governments that boast of their readiness to violate treaties whenever it suits their own convenience, and under these circumstances we could not look the world in the face or justify our action to our own people and our own conscience if we yielded one iota to the men in the anthracite coal fields who are violating the contract so recently entered into between themselves, the coal operators, and the Government of the United States.

"I appreciate the earnestness of your efforts to get the men to return to work and commend your stand in support of the obligations of your contracts which all men must honor, but for the reasons stated above I regret that I can not grant your request to reconvene the joint scale committee of operators and miners.

"Sincerely, yours, "WOODROW WILSON."

On September 13, in accordance with the President's request, the officials of the miners' organization ordered all men to return to work. On October 5 the Secretary of Labor met a committee of the anthracite miners at Canton, Ohio, and it being ascertained that the men had practically all returned to work, the Secretary communicated that fact to President Wilson, who, on October 12, issued an invitation to the representatives of the operators and mine workers

calling upon them to meet at Scranton, Pa., on October 18. Subsequent meetings have been held in Philadelphia from time to time, and the negotiations are still being considered in that city (November 10, 1920) by the joint scale committee of the operators and miners.

The steel strike.—On September 22, 1919, a strike was called in the steel industry of the United States. It continued for several weeks and vitally affected the entire steel industry of the country, particularly in the States of Pennsylvania, Ohio, Indiana, and Illinois. The number of workers involved, according to testimony before the Senate committee, approximated 365,000. The Department of Labor survey showed between that number and 367,000, while the employers stated that 40 per cent of that number actually went on strike.

Pursuant to the policy of the Department not to intervene in any labor dispute unless and until either the employers or employees or the public directly interested requested its good offices, the strike was not at any time brought within the jurisdiction of the Department. Gradually the men returned to work and the strike came to an end on January 8, 1920.

Summary.—During the fiscal year the Department of Labor has assigned commissioners of conciliation to 802 cases, made up of 413 strikes, 347 disputes and threatened strikes, 34 lockouts, and 8 walkouts. Of these it has succeeded in adjusting 596. In only 96 instances have the commissioners failed to make settlements. Nine cases are still pending. The number of disputes and the disposition of each is shown in the following tables, together with a summary by months, a record of the action taken in cases pending at the time of the last annual report, and a statement of the geographical distribution of cases as reported by months.

The above summary does not include the cases handled by the Department through its labor adjuster in the copper fields of the West, the California oil fields, or those of the Federal administrator in the packing-house industry.

If these cases were included the total would be upward of 1,200.

TABULATION.

Statement showing number of labor disputes pending at end of fiscal year 1919.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Threatened strike: All crafts, Pacific Electric Railway Co., Los Angeles, Calif.	C. T. Connell.....	1,350	2,500	Unable to adjust.
Strike:				
Employees of glazing department, New Castle Leather Co., Wilmington, Del.	F. G. Davis.....	196	.....	Adjusted.
Employees of glazing department, McEwen Manufacturing Co., Tulsa, Okla.	R. M. McWade.....	75	150	Do.
Threatened strike: Firefighters, Jacksonville, Fla.	J. W. Bridwell.....	95	.....	Unable to adjust.
Strike: All crafts, Willys-Overland Co., Toledo, Ohio.	J. J. Walsh.....	12,000	1,500	Do.
Threatened strike: All crafts, Atlantic Refinery, Brunswick, Ga.	J. W. Bridwell.....	1,400	.....	Do.
Strike: Thos. G. Plant Co., Roxbury, Boston, Mass.	H. J. Skeffington....	1,600	2,000	Do.
Controversy: Boss butchers, Kansas City, Mo.	P. F. Gill.....	165	.....	Adjusted.
Strike:				
Electrical workers, Water Users' Association, Phoenix, Ariz.	Hywel Davies.....	35	350	(1)
Laundry workers and drivers, Model Laundry Co., Nashville, Tenn.	W. C. Liller.....	.....	.....	Unable to adjust.
Otis Steel Co., Cleveland, Ohio	.....do.....	225	70	(2)
Ohio Light & Traction Co., Lima, Ohio.	T. J. Williams.....	25	.....	Unable to adjust.
Summitt Silk Co., Summitt, N. J.....	J. R. Buchanan.....	120	.....	(3)

[1] Part of demands granted. Case died from inanition.
[2] Some returned to work and some secured work elsewhere.
[3] Men would not take legal steps to secure money and no other plan was feasible, so commissioner dropped case.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
JULY.				
Threatened strike: Plumbers and steamfitters, Master Plumbers Association and Master Steamfitters Association, Portland, Me.	C. W. Woodman	130	1,000	Adjusted.
Controversy: Machinists, Draper Co., corporation, Hopedale, Mass.	H. J. Skeffington	.....	.....	Do.
Strike: Electrical workers for electrical contractors, Evansville, Ind.	F. J. Rohde	67	400	Do.
Controversy: Wm. F. Mosser Co., Cherry River Extract Co., Richwood, W. Va.	F. G. Davis	450	.....	Do.
Strike:				
Employees, Squire Dingee Co., Chicago, Ill.	O. F. Nelson	170	50	Do.
Ladies' garment workers' union, Berman & Co., Los Angeles, Calif.	C. T. Connell	8	5	Do.
All crafts, Savage Arms Co., Sharon, Pa.	Chas. Bendheim	800	.....	Do.
Carpenters, contractors, Wilmington, Del.	L. R. Thomas	125	200	Do.
Lathers and carpenters, Hammond, Ind.	J. B. Lennon	30	5,000	Do.
Machinists and blacksmiths, Union Drop Forge Co., Chicago, Ill.	O. F. Nelson	370	50	(1)
Controversy:				
Mineral Refining and Chemical Corporation, St. Louis, Mo.	P. F. Gill	.....	.....	Adjusted.
Stationary engineers and firemen, beverage plants, Omaha, Neb.	F. L. Feick	25	200	Do.
Strike:				
Machinists and specialists, M. Klein & Sons, Chicago, Ill.	O. F. Nelson	80	60	Do.
Telephone operators and electrical workers, Citizens Telephone Co., Lansing, Mich.	J. J. Barrett	140	.....	Do.
All crafts, Southwestern Mechanical Co., Fort Worth, Tex.	J. S. Myers	75	225	Settled.
Blacksmiths, forgemen, hammermen, machinists, holpers, Cleveland Hardware Co., Cleveland, Ohio.	W. C. Liller, A. L. Faulkner, T. J. Williams.	400	1,000	Adjusted.
Lockout: Slag workers, Standard Slag Co., Jackson, Ohio.	T. J. Williams	10	.....	Unable to adjust.
Controversy: Boilermakers and helpers, Cosden & Co., Tulsa, Okla.	J. S. Myers	65	1,250	Adjusted.
Threatened strike: Sheet-metal workers, all employers, Portland, Me.	C. W. Woodman	32	1,000	Do.
Strike:				
Linemen, blacksmiths, machinists, engineers, pipe fitters, firemen, millmen, Donner Steel Plant, Buffalo, N. Y.	W. D. Davidge	100	2,700	Settled.
Telephone operators, linemen, electricians, Central Union Telephone Co., St. Louis, Mo.	J. J. Barrett	30	.....	Adjusted.
Carmen, Cleveland Railway Co., Cleveland, Ohio.	W. C. Liller	2,800	2,000	Do.
Controversey: Sumpter Valley Railway Co., Baker, Oreg.	G. Y. Harry	2	65	(2)
Strike: Machinists, Lapointe Machine Tool Co., Hudson, Mass.	H. J. Skeffington	198	.....	Settled.
Threatened strike: Bewley Mills, Fort Worth, Tex.	J. S. Myers	60	40	Adjusted.
Strike:				
Leather workers, Graton & Knight Co., manufacturing, Worcester, Mass.	H. J. Skeffington	1,500	1,800	Do.
Machinists' union, James Clark, jr., Electric Co., Louisville, Ky.	F. T. Hawley	41	74	Do.
Union Iron Works, Decatur, Ill.	F. L. Feick	115	.....	Do.
Controversy:				
Motormen and conductors, street railways, Norfolk and Portsmouth, Va.	J. R. Buchanan	458	250	Do.
Davy Pocahontas Coal Co., Roderfield, W. Va.	F. G. Davis	2	.....	(a)
Strike: Shamokin & Mount Carmel Trolley Co., Mount Carmel, Pa.	J. Purcell	54	.....	Adjusted.
Controversy: Chicago Rubber Clothing Co., Racine, Wis.	J. J. Barrett	265	.....	Do.

1 Company refused conciliation.
2 Both men are employed elsewhere, and will not reapply to railroad company.
a Men secured work elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
JULY—continued.				
Lockout: Furnace workers, Jackson Iron & Steel Co., Globe Iron Co., Star Furnace, Jackson, Ohio.	T. J. Williams.....	300	200	Unable to adjust.
Strike: Metal polishers, buffers, sheet metal workers, machinists, drop hammermen, woodworkers, upholsterers, 56 shops, Jamestown, N. Y.	W. D. Davidge.....	7,000	.....	(3)
Threatened strike: Carpenters on concrete ships, Harrison Shipbuilding Co., Athens, N. Y.	C. J. Fury.....	200	.....	Settled.
Strike: Motormen and conductors, Oklahoma Union Ry. Co., Tulsa and Sapulpa, Okla.	J. S. Myers.....	49	20	Adjusted.
Controversy: Metal trades, Vulcan Iron Works, Sheldon Co., Hazard Manufacturing Co., et al., Wilkesbarre, Pa.	J. R. Buchanan.....	3,800	.....	Do.
Threatened strike: Molders, Niles-Bement-Pond Co., Ridgeway Dynamo & Engine Co., Elk Foundry and Tannery and other small concerns, Ridgeway, Pa.	.....do.....	65	500	Do.
Controversy: Machine hands, Yale & Towne Manufacturing Co., Stamford, Conn.	C. J. Fury.....	200	4,500	Do.
Strike:				
Bakers & confectioners local, The Hot Bread Baking Co., St. Louis, Mo.	F. J. Rohde, J. J. Barrett.	4	9	Settled.
Employees, Keystone Wire Mill Co., Peoria, Ill.	F. L. Feick.....	700	50	Adjusted.
Lockout:				
Metal polishers, Irvington Manufacturing Co. or Red Devil Tool Co., Irvington, N. J.	H. J. Brown.....	46	115	Unable to adjust.
Car repairers, Indian & Central Refinery, Lawrenceville, Ill.	J. B. Lennon.....	37	1,300	Settled.
Controversy:				
Employees, Ohio Cities Gas & Oil Co., Cabin Creek, W. Va.	James Purcell.....	30	120	Adjusted.
Staley Starch Co., Decatur, Ill.....	F. L. Feick.....	3	122	Do.
Strike:				
Machinists, blacksmiths, molders, etc., Crane Co., Chicago, Ill.	O. F. Nelson.....	7,500	500	Do.
Members of United Brewery, Flour, Cereal and Soft Drink Workers Union, Corn Products Co., Argo, Ill.	.....do.....	2,600	200	Unable to adjust.
Controversy: Punxsutawney Furnace Co., and Adrian Co., Du Bois and Punxsutawney, Pa.	F. G. Davis.....	240	.....	Adjusted.
Strike:				
City laborers, Jamestown, N. Y.....	W. D. Davidge.....	100	200	Do.
Street car men, Macon, Ga.....	J. W. Bridwell.....	.....	.....	Settled.
Pilling Shoe Co., Spaulding Shoe Co., Foster Shoe Co., Mowhinney Co., Lowell, Mass.	H. J. Skeffington....	700	1,000	Adjusted.
Machinists and helpers, Kendric & Davis Co., Lebanon, N. H.	C. W. Woodman.....	58	.....	(4)
Threatened strike: Employers, Virginia Bridge & Iron Co., Memphis, Tenn.	F. J. Rohde.....	220	250	Adjusted.
Strike: Foundry employees, Abendroth Stove Co., Port Chester, N. Y.	B. M. Squires.....	140	145	Do.
Walkout: Textile workers, Empire Worsted Mills, Jamestown, N. Y.	W. D. Davidge.....	2	.....	Do.
Strike: Pattern makers and machinists, Red Wing Motor Co., Red Wing, Minn.	W. H. Rodgers, J. J. Walsh.	37	10	Do.
All crafts, Western Steel Car & Foundry Co., Hedgewich, Ill.	O. F. Nelson, F. L. Feick.	1,500	.....	Do.
Blacksmiths, hammermen, heaters, helpers, Champion Machine & Forging Co., Cleveland, Ohio.	W. C. Liller, O. F. Nelson, A. L. Faulkner.	52	400	Do.
Employers, candy manufacturing industries, Chicago, Ill.	F. L. Feick.....	5,000	1,000	Do.
Boiler makers and helpers, Wellman-Seaver-Morgan Co., Akron, Ohio.	W. C. Liller.....	125	1,300	Do.

[3] Committee failed to ratify agreement because of an effort to foist a meaning upon commissioner's proposition which was not intended.

[4] Company granted wages and hours, but refused to permit strikers to return to work.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
JULY—continued.				
Threatened strike: Track repair men, Cincinnati Traction Co., Cincinnati, Ohio.	J. J. Walsh.....	60	1,750	Adjusted.
Strike:				
Metal polishers, McKinney & Waterbury Co., Tarbell & Co., Barnstead Still & Sterilizer Co., Boston, Mass.	H. J. Skeffington....	13	60	Do.
Standard Steel Car Co., Hammond, Ind..	W. H. Rodgers, F. L. Feick.	1,800	200	Do.
Mechanics of all kinds, Underwood Typewriter Co., Hartford, Conn.	C. J. Fury.....	800	3,700	Do.
Employees, Wm. Ganschow Gear Co., D. O. James Gear Co., Foote Bros. Gear Co., Chicago Gear Manufacturing Co., Chicago, Ill.	F. L. Feick.....	700	.....	Do.
Stockyard employees, Union Stockyards, Omaha, Nebr.	P. F. Gill.....	200	.....	Do.
Employees, F. H. Hill Casket Co., Chicago, Ill.	F. L. Feick.....	400	30	Do.
Threatened strike: Machinists, Atlas Tack Co., Fairhaven, Mass.	L. R. Thomas.....	100	500	Do.
Strike: Metal crafts, Hoyt Metal Co., Granite City, Ill.	J. J. Barrett.....	400	500	Unable to adjust.
Controversy: Typographical Union, R. R. Donnelley & Sons Co., Chicago, Ill.	O. F. Nelson.....	1	1,200	Do.
Strike: Machine-shop employees, Iowa Dairy Separator Co., Waterloo Gasoline Engine Co., Wm. Galloway Manufacturing Co., Waterloo, Iowa.	W. H. Rodgers.....	1,200	.....	Do.
Threatened strike:				
Street railways employees, Auburn & Syracuse Electric Co., Auburn, N. Y.	James A. Smyth....	260	.....	Adjusted.
Carmen et al., Oklahoma, Kansas & Missouri Rwy., Miami, Okla.	F. T. Hawley.....	42	18	Do.
Lockout: Cigar clerks, United Cigar Stores Co., Chicago, Ill.	O. F. Nelson.....	.....	.....	Do.
Strike: Employees, Haskell & Barker Car Co., Michigan City, Ind.	F. L. Feick.....	2,000	1,000	Do.
Controversy: Freight handlers, Boston & Albany R. R., Boston, Mass.	B. M. Squires.....	100	.....	Do.
Strike:				
Coopers, paint, oil plants, barrel dealers, Cleveland, Ohio.	W. C. Liller.....	95	800	Do.
Springmakers, blacksmiths, helpers, Perfection Spring Co., Cleveland, Ohio.	W. C. Liller, T. J. Williams.	250	.....	Settled.
Timber workers, Blackwell, Rutledge & Winton Lumber Cos., Coeur d'Alene, Idaho.	R. M. McWade.....	600	800	Do.
Molders and core makers, Smith Wheel Co. (Inc.), Syracuse, N. Y.	W. D. Davidge.....	100	1,000	Adjusted.
Threatened strike: Drop forge men, toolmakers, diemakers, Blakeslee Drop Forge Co., Southington, Conn.	C. J. Fury, L. R. Thomas.	50	150	Unable to adjust.
Strike:				
Freight handlers, Michigan Ry. Co., Grand Rapids, Mich.	John B. Lennon.....	32	.....	Men working elsewhere.
Street car men, Western New York & Pennsylvania Traction Co., Olean, Bradford, and Salamanca, N. Y.	James Purcell.....	130	.....	Adjusted.
Controversy: Engineers, firemen, carpenters, bricklayers, etc., League Island Navy Yard, Philadelphia, Pa.	J. J. S. Rodgers.....	.....	.....	Unable to adjust.
AUGUST.				
Strike: All employees, Bryant Electric Co., Bridgeport, Conn.	L. R. Thomas, C. J. Fury.	1,200	.....	Adjusted.
Threatened strike: Machinists, Eastern Screw Co., New Haven, Conn.	.....do.....	150	100	Unable to adjust.
Employees, Shore Line Electric Railways, in various towns of Connecticut.	L. R. Thomas.....	450	.....	Do.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
AUGUST—continued.				
Strike:				
Drop forge men, die sinkers, Machinists, Peck-Stone & Wilcox Co., Southington, Conn.	C. J. Fury	200	250	Adjusted.
Machinists, National Lamp Works, Cleveland, Ohio.	T. J. Williams	168	.....	Do.
Threatened strike: Street car men, Cincinnati, Lawrenceburg & Aurora Traction Co., Cincinnati, Ohio.	J. J. Walsh	24	10	Do.
Controversy: Eastern Pennsylvania electric railways, Lansford and Pottsville, Pa.	F. G. Davis	450	.....	Do.
Threatened strike: Cable telegraph operators. Western Union and other companies, New York, N. Y.	B. M. Squires	1	1,100	(a)
Strike:				
Electrical workers and telephone operators, Central Union Telephone Co., Rock Island, Moline, and East Moline, Ill.	J. J. Barrett	250	300	Adjusted.
Waiters, cooks, bartenders, bellboys, barbers in hotels, Buffalo, N. Y.	W. D. Davidge	300	1,000	Settled.
Mine, smeltermen, union shop and railway, Nevada Consolidated Copper Co., Ely, McGill, Ruth, Nev.	Hywel Davies, Joseph Lord.	2,000	500	Adjusted.
Fishermen's Union, Boston, Mass., and whole Atlantic coast.	H. J. Skeffington	.....	.....	Do.
Film exchange employees, Cincinnati, Ohio.	J. J. Walsh	112	50	Do.
Lockout:				
Employees, Jessop Steel Co., Washington, Pa.	W. C. Liller	200	25	Unable to adjust.
Iron and steel workers, Pittsburgh Steel Products Co., Monessen, Pa.	.....do.....	1,100	100	Do.
Strike: Track laborers and pavers, Chicago Surface Lines, Chicago, Ill.	O. F. Nelson	1,400	300	Adjusted.
Controversy: Certain employees, canning and factory department, Waples-Platter Grocery Co., Fort Worth, Tex.	J. S. Myers	70	30	Do.
Strike:				
Steel workers and carmen, Standard Steel Car Co., Butler, Pa.	J. A. Smyth	4,000	.....	Unable to adjust.
Lumber mill employees, Eureka Lumber Co., Eureka, Mont.	W. C. Liller	40	162	Adjusted.
Lockout: Cyclops Steel Co., Titusville, Pa.	L. R. Thomas, F. G. Davis.	137	100	Do.
Strike: Motormen, conductors, power-house men, ticket agents, etc., Chicago, Aurora & Elgin Electric Railway, Chicago, Ill.	O. F. Nelson	600	50	Do.
Threatened strike:				
Teamsters, Pioneer Truck Co., California Truck Co., Citizen Truck Co., Paul Kent Truck Co., Star Truck Co., Merchants Truck Co., Los Angeles, Calif.	C. T. Connell	250	3,000	Do.
Engineers and switchmen, Pullman Car Co., Chicago, Ill.	O. F. Nelson	16	1,400	Do.
Strike: Employees, Woodstock Typewriter Co., Woodstock, Ill.	.....do.....	325	.....	Do.
Threatened strike: All crafts, Lucey Mfg. Co., Chattanooga, Tenn.	J. J. Walsh	700	50	Unable to adjust.
Strike: Plate glass workers, Pittsburgh Plate Glass Co., Atlanta, Ga.	J. W. Bridwell	100	.....	Adjusted.
Threatened strike: Painters, decorators, paperhangers, New York City, N. Y.	B. M. Squires	1,400	1,800	Settled.
Strike:				
Telephone operators, Southern Bell Telephone & Telegraph Co., Jacksonville, Fla.	F. T. Hawley	216	300	Unable to adjust.
Employees, Columbia Graphophone Co., Bridgeport, Conn.	L. R. Thomas, C. J. Fury.	4,000	1,000	Adjusted.
Threatened strike: Locomobile Co., Bridgeport, Conn.	.....do.....	1,800	.....	Do.

[a] Commissioner was advised that negotiations were pending and there was no need for outside aid.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
AUGUST—continued.				
Strike:				
Electricians and machinists, Campbell Electric Co., Lynn, Mass.	H. J. Skeffington	61	7	Settled.
Mine, mill, smelter and acid workers, Ducktown Sulphur, Copper & Iron Co., Ducktown, Tenn.	C. Bendheim, W. C. Liller.	535	40	Adjusted.
Molders and helpers, Murray Iron Works, Burlington, Iowa.	J. B. Lennon	70	400	Do.
Iron workers, Haeger Hinge Co., St. Louis Mo.	J. J. Barrett	300	.....	Do.
Electrical workers, Cœur d'Alene Mines & Mills, Cœur d'Alene, Idaho.	R. M. McWade	50	3,000	Do.
Cranemen, International Smelter Co., Globe, Miami, Inspiration, Ariz.	Hywel Davis	9	6,000	Do.
Teamsters, employers, Des Moines, Iowa.	J. B. Lennon	400	.....	(b)
Laborers, Standard Oil Refinery, Sugar Creek, Mo.	P. F. Gill	800	1,000	Adjusted.
Toolmakers and die makers, Russell & Ervine Co., New Britian, Conn.	J. R. Buchanan	38	1,025	(c)
Machinists, metal polishers, other metal trades, W. W. Woodruff & Sons Co., Mount Carmel and New Haven, Conn.	.....do	70	.....	Commissioner's aid refused.
Metal polishers and grinders, Winchester Repeating Arms Co., New Haven, Conn.	C. J. Fury, L. R. Thomas.	55	800	Men working elsewhere.
Marine base workers, Federal Construction Co., San Diego, Calif.	C. T. Connell	35	.....	Adjusted.
Machinists, Klipfer Manufacturing Co., Chicago, Ill.	F. L. Feick	28	.....	Do.
Controversy: Tug firemen and linemen, Great Lakes Towing Co., Great Lakes.	B. M. Squires	.....	.....	Do.
Strike: Employees, all departments, Libby, McNeil & Libby Co., Vegetable Canning, Blue Island, Ill.	O. F. Nelson	600	50	Do.
Controversy: Jewish bakers, Jewish bakeries, Cleveland, Ohio.	T. J. Williams	150	.....	Do.
Strike: Blacksmiths, helpers, carpenters, machinists, painters, Chicago, Illinois & Midland R. R., Taylorville, Ill.	J. J. Barrett	60	5,000	Do.
Controversy:				
Tug firemen and linemen, Milwaukee Tug Boat Line, Great Lakes.	B. M. Squires	.....	.....	Do.
Employees, American Tobacco Co., Durham, N. C.	F. T. Hawley	300	1,500	(d)
Strike:				
Actors Equity Assn., New York City, N. Y.	B. M. Squires, R. B. Mahany.	5,000	.....	Adjusted.
Cigarmakers, 84 shops, Philadelphia and vicinity, Pennsylvania.	E. E. Greenawalt	9,322	.....	Do.
Chippers, calkers, boiler makers, riveters, Ferguson Steel and Iron Shipbuilding Co., Buffalo, N. Y.	James Purcell	100	550	Do.
Controversy: Employees, Marion Steam Shovel Co., Marion, Ohio.	T. J. Williams	14	1,200	Do.
Strike:				
Gold mining district, Oatman, Ariz.	Hywel Davies	500	.....	Do.
Policemen, Tulsa, Okla.	J. S. Myers	24	50	Do.
Controversy:				
Coopers, Sinclair Refining Co., Coffeyille, Kans.	G. Y. Harry	4	390	Do.
Watchmen on dredges, Dredging Companies, Great Lakes.	B. M. Squires	.....	.....	Do.
Strike: Coal dock operators, Duluth, Minn., Superior, Wis.	W. H. Rodgers	2,000	.....	Unable to adjust.
Controversy: Boiler makers, Steacy-Schmidt Mfg. Co., York, Pa.	W. D. Davidge	31	.....	Adjusted.
Strike: Patapsco & Back River Rwy., engineers, firemen, conductors and brakemen, Sparrows Point, Md.	J. J. S. Rodgers	120	.....	Unable to adjust.
Controversy: Dock workers and longshoremen, Georgia Stevedoring Co., and others, Brunswick, Ga.	B. M. Squires	250	.....	Adjusted.

b Commissioner's services not required.
c Some of the men returned on company's terms, others secured employment elsewhere.
d President of company is satisfied with existing conditions and feels no need of Government action.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
AUGUST—continued.				
Strike: Employees, Illinois Glass Co., Gas City, Ind.	J. J. Walsh	500	150	Unable to adjust.
Threatened strike: Industrial insurance agents, Metropolitan and Prudential Insurance companies, Chicago, Ill.	O. F. Nelson	400	700	Adjusted.
Strike:				
Employees, Stearns Lumber Co., on Indian reservation, Odanah, Wis.	F. J. Rohde	400	1,000	Do.
Building trades, Chicago, Ill	P. F. Gill, H. J. Skeffington, and F. J. Rohde.	15,000	90,000	Do.
Street and electric railways, Southern Utilities Co., Charlotte and Winston-Salem, N. C., Greenville, S. C.	J. W. Bridwell	263		Do.
Threatened strike: Pierce Oil Corporation, Fort Worth, Tex.	J. S. Myers	60		Do.
Strike:				
Grain handlers, seven flour mills, Topeka, Kans.	G. Y. Harry, P. F. Gill.	200		Do.
Maintenance of way and shop laborers, Hudson Valley Electric Co., Lake George, N. Y.	J. R. Buchanan	80		Do.
Controversy: Oil workers, Empire Oil Co., Eldorado, Kans.	G. Y. Harry	5	4,000	Do.
Strike: Street railway employees, Pittsburgh, Pa.	E. E. Greenawalt, C. P. Howard.	3,000		Do.
Lockout: Franklin Steel Works, Franklin, Pa.	James Purcell	190	60	(8)
Strike: Machinists, machine shops and rubber companies, 26 plants, Akron, Ohio.	Chas. Bendheim	3,000		(9)
Controversy: Box makers, Boxmakers' Association, Chicago, Ill.	O. F. Nelson	1,900	350	(10)
Strike:				
Tonopah miners, Tonopah operators, Tonopah, Nev.	Joseph Lord	1,500		Adjusted.
Kier Construction Co., North Island Base, San Diego, Calif.	C. T. Connell	24		Unable to adjust
Machinists, Black Rock Manufacturing Co., Bridgeport, Conn.	C. J. Fury, L. R. Thomas.	26	60	Adjusted.
Controversy: Tug firemen and linemen, Edward E. Gillen Towing Co., Great Lakes.	B. M. Squires			Do.
Threatened strike: Molders, laborers, Acme Shear Co., Bridgeport, Conn.	C. J. Fury, L. R. Thomas.	63	200	Do.
Strike: Sprague Meter Co., Bridgeport, Conn.	do	150		Do.
Lockout: Connecticut Electric Co., Bridgeport, Conn.	do	75		Do.
Threatened strike: Remington-Yost Typewriter Co., Bridgeport, Conn.	do	608		Do.
Strike:				
Cudahy Packing Co., Cudahy, Wis	F. J. Rohde	800	1,000	Unable to adjust.
Street railways, Louisville, Ky	J. B. Lennon	1,400	300	Mediation refused.
Timber workers, Bellingham lumber companies and Puget Sound Stevedoring Co., Bellingham, Wash.	W. H. Urmy	900	350	Unable to adjust.
Controversy: District Council Carpenters, Pacific Marine Construction Co. (plant of U. S. Shipping Board), San Diego, Calif.	C. T. Connell	13	40	Settled.
Walkout: Cooks, waiters, waitresses, Union Club, Cleveland, Ohio.	T. J. Williams	24		Adjusted.
Threatened strike: Waiters, cooks, helpers, dishwashers, restaurants and cafés, Wallace, Idaho.	R. M. McWade	121	400	Do.
Strike:				
Shop workers, Motor Products Co., Ann Arbor, Mich.	J. A. Smyth	150	250	Do.
Telephone operators and maintenance men, Independent Telephone Co.'s of southern California.	C. T. Connell, E. P. Marsh.	285	3,105	Do.

[8] Men all working elsewhere.
[9] Commissioner's aid not desired.
[10] Aid of commissioner not desired.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
AUGUST—continued.				
Controversy: Oil situation, California	H. L. Kerwin, E. P. Marsh, J. L. Spangler, C. T. Connell, James Lord, H. Davies, and T. Barker.	12,000	20,000	Adjusted.
Strike:				
Machinists, blacksmiths, carpenters, helpers and others, mills and on surface of mines, Mullan, Burke, Wallace, Kellogg, and other camps, Idaho.	R. M. McWade	700	5,000	Do.
Molders and helpers, Bilton Machine Tool Co., Bridgeport, Conn.	C. J. Fury, L. R. Thomas.	50	200	Do.
Threatened strike:				
Molders and helpers, Requonocik Foundry Co., Bridgeport, Conn.	do	60	200	Do.
Molders and helpers, Coughlter Mackenzie Co., Bridgeport, Conn.	do	45	200	Do.
Controversy: Blacksmiths, carpenters, painters, carbuilders, machinists, American Car Co., Granite City, Ill.	J. J. Barrett	1,500	2,000	Do.
Strike: Laborers, butchers, meat cutters, New Orleans Cooperative Abattoir Co., Crescent City Stock Yards & Slaughter House Co., New Orleans, La.	J. S. Meyers	260	25	Do.
Threatened strike: Asbestos workers in local shipyards, Seattle, Wash.	W. H. Urmy	100	.....	Do.
Lockout: Steel workers, C. F. Baker Co., Framingham, Mass.	L. R. Thomas	25	.....	Unable to adjust.
SEPTEMBER.				
Strike:				
Leather workers, Ohio Leather Co., Girard, Ohio.	T. J. Williams	300	.....	Unable to adjust.
Worcester Machine Screw Co., Worcester, Mass.	J. A. Sullivan	165	185	Adjusted.
Leather workers, Seitz & Sons Co., Philadelphia, Pa.	E. E. Greenawalt	.....	.....	[11]
F. H. White Co., Philadelphia, Pa	do	64	31	[12]
Platform men, Los Angeles Railway, Los Angeles, Calif.	E. P. Marsh, C. T. Connell.	800	2,000	Adjusted.
Controversy: R. M. Bassett Co., Shelton, Conn.	C. J. Fury, L. R. Thomas.	.....	.....	Do.
Threatened strike:				
Machinists and helpers, New London Ship & Engine Co., New London, Conn.	do	400	700	Do.
Building trades, Baltimore, Md	C. P. Howard	20,000	.....	Do.
Ohio Cities Gas Co., Dawes, W. Va	W. D. Davidge	25	78	[13]
Ohio Cities Gas Co., Cabin Creek, W. Va.	do	75	100	Adjusted.
Strike:				
Cereal workers, Mead-Johnson Milling Co., Evansville, Ind.	J. J. Barrett, F. J. Rohde.	65	110	Unable to adjust.
Plate glass workers, Atlanta Mirror & Glass Co., Atlanta, Ga.	J. W. Bridwell	25	.....	Adjusted.
Art glass workers, Empire Glass Co., Atlanta, Ga.	do	7	.....	Settled.
Controversy: Blacksmiths and carmen, American Car & Foundry Co., Buffalo, N. Y.	H. J. Brown	225	75	Unable to adjust.

[11] Company informed commissioner that firm had gone into jobbing business, and were doing practically nothing in a manufacturing way.
[12] Commissioner's services not required.
[13] About 78 nonunion men remained on pay rolls of company after the agreement made was abandoned.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
SEPTEMBER—continued.				
Strike: Machinists, Hermas Machine Co., Watson Machine Co., Van Vlaanderen Co., Benj. Eastwood Co., McNab & Harlon Co., Lyons Piece Dye Works, Lacharney Carburetor Co., Sipp Machine Co., Barbour Flax Spinning Co., Granite Machine Co., National Silk Dyeing Co., John Royle & Sons, Hart Mill, Spruce St. Mill, Huidly Machine Co., Bogart & Carlough, Searing & Terhune, General Equipment Co., East Jersey Pipe Corporation, Standard Silk Dyeing Co., Co., National Mill Supply Co., Morrison Machine Co., Uehling Instrument Co., Paterson, N. J.	J. J. S. Rodgers	1,100	.....	Request for interview refused.
Miami Paper Co., Miamisburg Paper Co., West Carrollton, Ohio.	F. T. Hawley	162	410	Adjusted.
Lyon Lumber Co., Garyville, La	J. S. Myers	900	500	Do.
Mahogany workers, Otis Manufacturing Co., New Orleans, La.	.....do	167	8	Do.
Threatened strike: Molders, Sanitary Co. of America, Linfield, Pa.	J. A. Smyth	100	150	Do.
Brick and clay workers, Denison Clay Co., Coffeyville, Kans.	G. Y. Harry	33	90	Do.
Strike: Sawmill employees, Bon Air Lumber Manufacturing Co., Collinwood, Tenn.	J. B. Lennon, W. C. Liller.	48	40	Settled.
Controversy: Woodworkers, Knox & Hutchinson Furniture Co., Paoli, Ind.	J. J. Barrett	4	100	Adjusted.
Strike: American Car & Foundry Co., Berwick, Pa.	James Purcell, W. D. Davidge, T. J. Williams.	2,100	1,200	(14)
Machinists, Underwood Computing Machine Co., Hartford, Conn.	C. J. Fury, L. R. Thomas.	450	.....	Adjusted.
Engineers, firemen, switchmen, telegraph operators, flagmen, Chicago, Illinois & Midland Rwy., Taylorville, Ind.	J. J. Barrett	43	.....	Do.
Machinists, Peters Cartridge Co., Kings Mills, Ohio.	F. T. Hawley	700	650	(c)
Controversy: Coopers, sugar refinery, Gramercy, La.	J. S. Myers	.....	.....	Settled.
Strike: Wisconsin Motor Co., Milwaukee, Wis.	F. J. Rohde	1,100	1,200	Adjusted.
Controversy: Smelter workers and miners, Detroit Copper Co., a subsidiary of Phelps Dodge Corporation, Morenci, Ariz.	Hywel Davies	350	500	(15)
Strike: Kreuter & Co. drop forge department, Newark, N. J.	B. M. Squires	11	.....	(16)
Hodcarriers for several brick contractors, Richmond, Va.	Chas. Bendheim	200	.....	Unable to adjust.
Blacksmiths, Schuylkill Forge Co., Philadelphia, Pa.	E. E. Greenawalt	67	.....	Adjusted.
Controversy: Checkers, Pacific Steamship Co., Seattle, Wash.	B. M. Squires	.....	.....	Do.
Threatened strike: Iron and steel workers, National Tube Co., Wheeling, W. Va.	W. D. Davidge	2	5,000	Settled.
Controversy: Plumbers and steamfitters. Buffalo, N. Y.	H. J. Brown	.....	.....	Do.
Strike: Foreman & Clark Clothing Co., Chicago, Ill.	F. L. Feick	50	75	Adjusted.
Threatened strike: Box makers, Texas Co., Morgan City, La.	J. W. Bridwell	150	.....	Do.

[14] Many of the men secured work elsewhere.
[c] Men secured work elsewhere.
[15] Men placed elsewhere by employment service, so commissioners dropped case.
[16] Company refused conciliation.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
SEPTEMBER—continued.				
Strike:				
Machinists, Rutenber Motor Works, Marion, Ind.	J. J. Walsh	450	50	Adjusted.
Machinists, Tilton Optical Co., Tilton, N. H.	L. R. Thomas	150		Do.
Centerville Gypsum Co., Centerville, Iowa	W. H. Rodgers	25		[d]
Controversy: St. Louis Local Packers and Provision Association, 13 packing houses, St. Louis, Mo.	P. F. Gill			Adjusted.
Threatened strike: Hodcarriers, bricklayers, house carpenters, and laborers, Buhl, Idaho.	R. M. McWade	50	250	Do.
Lockout: Car workers, American Car & Foundry Co., Madison, Ill.	W. C. Liller	284	875	Do.
Strike:				
Chemical workers, Lannan & Kemp, New York, N. Y.	C. P. Howard	25	14	Settled.
Chemical workers, McKesson & Robbins, Brooklyn, N. Y.	do	200		Adjusted.
Controversy: Steam and operating engineers on lighters, Coastwise Steamship Cos., Boston, Mass.	B. M. Squires	10		Do.
Threatened strike: Employees, Waterbury Wire Rope Co., Brooklyn, N. Y.	C. P. Howard	400		Do.
Strike:				
Molders, Twin City Foundry Association, Minneapolis, Minn.	F. L. Feick	300	500	Do.
Machinists, Schutte & Koerting Co., Philadelphia, Pa.	J. J. S. Rodgers	200		Do.
Lockout: Textile workers, Liondale Bleachery, Rockaway, New York.	J. R. Buchanan	200	50	[17]
Strike: Patternmakers, molders, machinists, boilermakers, blacksmiths, Honolulu Iron Works Co., and Canton, Neill & Co. (Ltd.), Honolulu, Hawaii.	Richard L. Halsey	717		Adjusted.
Controversy: Paper makers union, Kimberly Clark Paper Co., Appleton, Wis.	W. H. Rodgers	800		Do.
Strike:				
Leather workers, Surpass & Forderer Leather Co., Philadelphia, Pa.	J. J. S. Rodgers	192		Do.
Eggers Manufacturing Co., Kohlenberg Marine Engine Co., Hamilton Manufacturing Co., Aluminum Goods Co., Textile Manufacturing Co., Two Rivers Plating Works, Two Rivers, Wis.	O. F. Nelson	850	200	Do.
Barge and River Transportation Workers Union, Steamboat Owners Association, San Francisco, Calif.	C. T. Connell, E. P. Marsh.	850	4,000	Do.
Threatened strike:				
La Belle Iron Works, Steubenville, Ohio.	W. D. Davidge	3	4,500	Do.
Machinists, Cincinnati Metal Trades Association, Cincinnati, Ohio.	T. J. Williams	8,000	4,000	[18]
Controversy: Tug firemen and linemen, Great Lakes Towing Co., Great Lakes.	B. M. Squires			Adjusted.
Strike: Boonton Rubber Works, Boonton, N. J.	J. R. Buchanan	120	75	Settled.
Controversy: Wagner Electric Co., St. Louis, Mo.	J. J. Barrett, G. Y. Harry.			Adjusted.
Strike:				
Machinists, Bowser Manufacturing Co., Fort Wayne, Ind.	J. J. Walsh	1,000	50	Unable to adjust.
Wire rope makers and helpers, A. Leschen & Sons Rope Co., St. Louis, Mo.	J. J. Barrett, G. Y. Harry.	200		[19]
Checkers, classers, inspectors of railway clerks, United Fruit Co., New Orleans, La.	J. W. Bridwell, J. R. Buchanan, J. S. Myers, H. J. Skeffington.	80	1,100	Unable to adjust.
Threatened strike: Machinists, Scranton Pump Co., Scranton, Pa.	James A. Smyth	125	145	Adjusted.
Lockout: Machinists and molders, United Cigarette Machine Co., Lynchburg, Va.	J. Purcell	150		Unable to adjust.

[d] Board of directors decided to abandon operation of mine indefinitely, prior to commissioner's arrival.
[17] Some of the men secured work elsewhere.
[18] Neither side would accept any offers of mediation.
[19] Company would not meet with anyone.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
SEPTEMBER—continued.				
Strike: Molders, Claymorgan Pipe & Foundry Co., Lynchburg, Va.	J. Purcell	45	.....	Unable to adjust.
Threatened strike: Northern Woods Products Co., Glidden, Wis.	F. L. Feick	1	74	Adjusted.
Strike: Leather workers, Indianapolis Saddlery Co., Indianapolis, Ind.	G. Y. Harry	50	100	Unable to adjust.
Controversy: Drop forgers, J. H. Williams Drop Forge Co., Buffalo, N. Y.	H. J. Brown	6	600	Adjusted.
Lockout: Willow Grass Rug Co., Green Bay, Wis.	W. H. Rodgers	80	40	Do.
Strike:				
Cleveland Worsted Mills Co., Cleveland, Ohio.	J. B. Lennon	24	1,400	Do.
Carpenters employed in the city of Newark, and Essex County, N. J.	J. R. Buchanan, H. J. Skeffington.	2,600	3,000	Do.
Drop forgers, helpers, blacksmiths, Western Drop Forge Co., Marion, Ind.	J. J. Walsh	180	50	Do.
Box makers, G. B. Lewis Co., box factory, Watertown, Wis.	F. J. Rhode	64	84	Do.
Machinists, Spacke Machine Co., Indianapolis, Ind.	G. Y. Harry	150	350	Unable to adjust.
Jewelry workers union, jewelry manufacturers, Cincinnati, Ohio.	T. J. Williams	240	10	[20]
Sewer pipe workers, The Cambria Clay Products Co., Blackfork, Ohio.	Chas. Bendheim	42	.....	[21]
Carpenters and timber workers, eight box factories, New Orleans, La.	J. W. Bridwell	600	.....	Settled.
Controversy:				
Louisiana Railway & Navigation Co., Shreveport, La.	.....do	100	.....	Adjusted.
Machinists, Yale & Towne Manufacturing Co., Stamford, Conn.	C. J. Fury, L. R. Thomas.	16	1,800	Do.
Threatened strike: Equity Packing Co., Fargo, N. Dak.	W. H. Rodgers	200	.....	Do.
Controversy: Plumbers, Florence, Ala.	J. B. Colpoys	.....	.....	Do.
Strike:				
Leather workers, Hide, Leather & Belting Co., Indianapolis, Ind.	G. Y. Harry	30	50	Settled.
Lead workers, Eagle Pitcher Lead Co., Cincinnatti, Ohio.	T. J. Williams	158	.....	[22]
Metal polishers, Regina Music Box Co., Rahway, N. J.	J. J. S. Rodgers	16	.....	Unable to adjust.
Pattern makers, Philadelphia, Pa.	L. R. Thomas	.....	.....	Adjusted.
Threatened strike: Street car men, Lynchburg Traction Co., Lynchburg, Va.	James Purcell	150	.....	Do.
Strike:				
Employees, 13 packing companies, Pittsburgh, Pa.	James Purcell, P. F. Gill, J. A. Smyth, L. R. Thomas.	1,100	.....	Do.
Machinists, Rockwood Manufacturing Co., Indianapolis, Ind.	G. Y. Harry	40	400	Unable to adjust.
Machinists, Home Oil & Refining Co., Fort Worth, Tex.	J. S. Myers	11	190	Adjusted.
Metal trades, Anaconda Copper Co., and others, Butte, Anaconda, Great Falls, Mont.	Hywel Davis	1,043	14,000	Do.
Machinists, Jamestown, N. Y.	J. A. Smyth	.....	.....	Do.
OCTOBER.				
Threatened strike: Iron workers' union, Hansell & Elcock Co., Chicago, Ill.	O. F. Nelson	300	25	Adjusted.
Controversy: Deep-sea longshoremen, Deep-water Steamship lines and Contracting Stevedores, Baltimore, Md.	B. M. Squires	2,300	.....	Do.
Strike: Linemen and operators, Santa Barbara Telephone Co., Santa Barbara, Calif.	C. T. Connell, E. P. Marsh.	76	50	Do.

[20] Company would not accept any offer of mediation made by commissioner.
[21] When commissioner took up case many of the men had found work elsewhere. Plant to be closed some time for repairs.
[22] General manager would not meet commissioner. Company is putting on new force of men.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
OCTOBER—continued.				
Lockout: J. W. Carter Shoe Co., Nashville, Tenn.	J. J. Walsh	354	30	Unable to adjust.
Controversy: McPhee & McGinnity Co., Denver, Colo.	J. S. Myers	.....	.....	Adjusted.
Strike:				
Engravers, finishers, polishers, machinists, etc., Keystone Watch Co., Riverside, N. J.	Charles Bendheim	700	300	Commissioner's aid not desired.
Box makers, sawyers, etc., Cleveland, Ohio.	A. L. Faulkner	237	.....	(32)
Telephone operators, Connecticut Telephone Co., Stamford, Conn.	C. J. Fury, L. R. Thomas.	52	.....	(34)
Packing house employees, Macon Packing Co., Macon, Ga.	W. C. Liller	81	47	Adjusted.
Lockout: Firemen and oilers, Iowa Falls Electric Co., Iowa Falls, Iowa.	G. Y. Harry, O. F. Nelson.	12	4	(35)
Strike:				
Platform men, San Francisco–Oakland terminal railways, Oakland, Calif.	E. P. Marsh, C. T. Connell.	1,150	2,000	Adjusted.
Textile workers, Susquehanna Silk Mills and Sunbury Converting Works, Sunbury, Pa.	W. D. Davidge	2,100	.....	Unable to adjust.
Threatened strike: Furniture packers and helpers, Bekin Fireproof Storage Co., Lyon Storage Co., California Storage Co., Fidelity Storage and Moving Co., Hollywood Fireproof Co., L. A. Warehouse Co., Los Angeles, Calif.	C. T. Connell	250	100	Adjusted.
Controversy: Deep-sea longshoremen, Deep-water Steamship lines & contracting stevedores, Boston, Mass.	B. M. Squires	1,500	.....	Do.
Lockout: Oil workers, Standard Oil Co., Richmond, Calif.	W. H. Urmy	68	.....	Many of the men secured work elsewhere.
Controversy: Power plant employees, International Shipbuilding Co., Pascagoula, Miss.	J. W. Bridwell	15	300	Adjusted.
Strike:				
Railway carmen, Public Belt Railway, New Orleans, La.	.....do	.....	.....	Do.
Machinists, Hoopes & Townsend Co., Philadelphia, Pa.	E. E. Greenawalt	300	.....	Unable to adjust.
Controversy: Deep-sea longshoremen, Deep Water Steamship lines and contracting stevedores, New York and vicinity.	B. M. Squires	30,000	.....	Adjusted.
Strike: Pattern makers in jobbing pattern industry, Boston, Mass.	L. R. Thomas	100	.....	Do.
Threatened strike: Glazers, stakers, sorters, 15 light leather plants, Philadelphia, Pa.	F. G. Davis	2,000	4,000	Do.
Strike:				
Waitresses, Leonhardt Bakery Co., St. Louis, Mo.	J. J. Barrett	10	.....	Settled.
Blacksmiths, hammermen, finishers, pressmen, Warren Tool & Forge Co., Warren, Ohio.	A. L. Faulkner	100	.....	(36)
Barret Manufacturing Co., Peoria, Ill.	F. T. Hawley	140	68	Adjusted.
Schuylkill Iron Works of the Alan Wood, Iron & Steel Co., Conshohocken, Pa.	J. J. S. Rodgers	104	800	Unable to adjust.
Atwood Machine Co., Stonington, Conn.	C. J. Fury	250	450	Do.
Threatened strike: Virginia Railway & Power Co., Norfolk, Portsmouth, and Richmond, Va.	T. J. Williams, H. J. Brown.	1,449	.....	Adjusted.
Controversy:				
Deep-sea longshoremen, War Department, New York.	B. M. Squires	.....	.....	Do.
Weighers, weighmasters, New York	.....do	600	.....	Do.

[32] Employers refuse to meet union representatives, asserting present conditions were satisfactory.
[34] Girls received no concessions whatever and are being hired individually.
[35] Men have found work elsewhere.
[36] Company refused to grant any request or demand. Would not meet representatives of employees.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
OCTOBER—continued.				
Controversy—Continued.				
Coastwise longshoremen, Merchant & Miners Transportation Co., Savannah, Ga.	B. M. Squires	400		Adjusted.
Boiler makers and helpers, Jones Tank Shop, Franklin, Pa.	James Purcell	25		Do.
Boiler makers and helpers, Producing Co., Franklin, Pa.	do	12		Do.
Mid Continent Car Co., Coffeyville, Kans	G. Y. Harry			Settled.
Strike: Longshoremen, Deep Water Steamship lines and contracting stevedores, New York City, N. Y.	Hon. John F. Hylan, mayor of New York, Paul L. Vaccarelli, James L. Hughes, B. M. Squires.			Adjusted.
Threatened strike: Meat cutters and butchers, 250 meat dealers, Memphis, Tenn.	W. C. Liller	175	125	Do.
Strike:				
Boiler makers and helpers, Atlantic Refining Co., Franklin, Pa.	James Purcell	24	460	Men working elsewhere.
Federal Lead Co. mines, Flat River, Mo.	P. F. Gill	700	200	Unable to adjust.
Controversy: Coke workers, Laclede Gas Co., St. Louis, Mo.	P. F. Gill, J. J. Barrett.			Adjusted.
Threatened strike: Phosphate ore miners, Rhum Phosphate Co., Alexander Phosphate Co., Federal Chemical Co., Charleston (S. C.) Mining & Manufacturing Co., Hoover & Mason Co., International Agricultural Chemical Co., Mount Pleasant, Tenn.	W. C. Liller	755	275	Settled.
Strike:				
Box makers, sawyers, Bradley-Miller Co., Handy Bros., E. B. Foss Estate Co., E. J. Yance Co., Bay City, Mich.	A. L. Faulkner	75		Adjusted.
Machinists, National Engineering Co., Camden, N. J.	Chas. Bendheim	24		Do.
Controversy: Deep-sea longshoremen, Deep Water Steamship lines and contracting stevedores, North Atlantic ports.	B. M. Squires	1		Do.
Grain handlers, Deepwater steamship lines and contracting stevedores, North Atlantic ports.	do	700		Do.
Coastwise longshoremen, New York, Boston, Newport News, Norfolk.	do	12,000		Do.
Strike: Weavers and helpers, Mianus Manufacturing Co., Mianus, Conn.	C. J. Fury	200		Unable to adjust.
Threatened strike: Bradley and Metcalf Shoe Co., Milwaukee, Wis.	F. J. Rohde	140	240	Adjusted.
Strike:				
Textile workers, Naumkeag Mills, Salem, Mass. and Naumkeag Bleachery, Peabody, Mass.	J. R. Buchanan	1,300	1,600	Mediation refused.
Denison Clay Co. Coffeyville, Kans.	G. Y. Harry			Unable to adjust.
Lockout: Oil field, gas well and refinery workers, Ohio Cities Gas & Fuel Co., Dawes, W. Va.	T. J. Williams	125		Do.
Strike: Journeymen tailors, Seattle, Portland, Oreg., and San Francisco, Los Angeles, Calif.	E. P. Marsh, C. T. Connell.	6,000		Settled.
Threatened strike: Frank Kirchoff Lumber Co., Denver, Colo.	J. S. Myers	33	30	Adjusted.
Strike: Platform men, Schuylkill Railway Co., Girardville, Pa.	J. J. S. Rodgers	70	100	Do.
Controversy: Planing mills and lumber yards, Denver, Col.	J. S. Myers	242	430	Do.
Strike: Textile workers, Hockanum Co., James J. Regan Mfg. Co., Rock Mfg. Co., Rockville, Conn.	Chas. Bendheim	800	1,200	Mediation refused.
Lockout: Millmen and furniture workers, Standard Furniture Co., Nashville, Tenn.	W. C. Liller	200	50	Adjusted.
Strike: Stablemen and hostlers, mule barn owners, E. St. Louis, Ill.	J. J. Barrett	65		Do.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
OCTOBER—continued.				
Controversy:				
Cargo repairmen, Deepwater steamship lines, and contracting stevedores, New York.	B. M. Squires.....	650	.....	Adjusted.
Coal handlers, deepwater steamship lines, and contracting stevedores, Baltimore, Md.	....do.....	200	.....	Do.
Grain trimmers, deepwater steamship lines, and contracting stevedores, Baltimore, Md.	.....do.....	400	.....	Do.
Strike: Meat cutters and butcher workmen, Kingan & Co., Indianapolis, Ind.	J. J. Walsh, J. J. Barrett, P. F. Gill.	2,500	3,200	Mediation refused.
Controversy: Wallin Leather Co., Comstock Park, Mich.	F. L. Feick.....	2	100	Adjusted.
Strike: Machinists, Perth Amboy, N. J.....	J. R. Buchanan.....	100	.....	Do.
Threatened strike: Maryland Pressed Steel Co., Hagerstown, Md.	J. A. Smyth.....	200	600	Do.
Strike: Building trades crafts, master builders association, Seattle, Wash.	F. J. Rohde, C. P. Howard.	5,500	6,500	Do.
Controversy: Carpenters union, open-shop association, Beaumont, Tex.	G. Y. Harry.....	77	260	Settled.
Strike: Street railway employees, Tri Cities Co., Sheffield, Ala.	J. W. Bridewell.....	34	.....	Unable to adjust.
Threatened strike:				
Potomac Electric Power Co., Washington, D. C.	R. B. Mahany.....	58	46	Adjusted.
Washington Railway & Electric Co., Washington, D. C.	.....do.....	1,100	1,700	Do.
Controversy: Galena Signal Oil Co., Houston, Tex.	J. S. Myers.....	200	50	Do.
Strike:				
Bologna meat cutters for Morris Co., Cudahy & Co., McNamara & Co., Bridgeport, Pa.	C. J. Fury, L. R. Thomas.	30	.....	Places of strikers filled.
Street car employees, Appalachian Power Co., Bluefield, W. Va.	T. J. Williams.....	40	70	Unable to adjust.
Controversy:				
Scalemen, weighmasters, Port of New York.	B. M. Squires.....	1,200	.....	Adjusted.
Steamship clerks and commercial checkers, deepwater steamship lines and contracting stevedores, New York and vicinity.	.....do.....	4,000	.....	Do.
Strike:				
Butcher workmen and meat cutters, packing companies, Springfield, Worcester, Cambridge, Somerville, Brighton, Mass.	H. J. Skeffington, P. F. Gill, C. J. Fury.	4,500	.....	Do.
Machinists, helpers, Scranton Pump Co., Scranton, Pa.	J. J. S. Rodgers.....	60	135	Pending.
Thirteen silk mills, Scranton and Wilkes-Barre, Pa.	.....do.....	4,000	.....	Adjusted.
Controversy: Boiler makers and helpers, Lebanon Iron Works, Lebanon, Pa.	W. D. Davidge.....	27	116	Do.
Strike:				
Western Stoneware Co., Monmouth, Ill..	J. B. Lennon.....	.....	.....	[37]
Abattoir Packing Co., Indianapolis, Ind..	J. J. Barrett, P. F. Gill.	510	850	Mediation refused.
Controversy:				
Steamship horse and cattle fitters and grain ceilers, Chelsea Ship Repair Co. and others, New York.	B. M. Squires.....	450	.....	Adjusted.
Marine warehouse clerks, deepwater steamship lines and contracting stevedores, Baltimore, Md.	.....do.....	200	.....	Do.
Strike: Paper makers, Rock Falls Box Board Co., Rock Falls, Ill.	F. T. Hawley.....	138	24	Do.
Controversy: Trans-Atlantic Steamship clerks, deepwater steamship lines and contracting stevedores, Boston, Mass.	B. M. Squires.....	200	.....	Do.

[37] All men and women at work elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
NOVEMBER.				
Controversy: Great Southern Lumber Co., Bogalusa, La.	G. Y. Harry, J. S. Myers.	1,600	2,500	Unable to adjust.
Threatened strike: Chicago Rubber Clothing Co., Racine, Wis.	J. J. Barrett	265		Adjusted.
Controversy: Longshoremen and timber handlers, J. H. Burton & Co., New Orleans, La.	B. M. Squires			Do.
Grain trimmers, Robert Reford Co. (Inc.), Portland, Me.	do	75		Do.
Strike: Machinists, Starr Brass Manufacturing Co., Boston, Mass.	Chas. Bendheim			Mediation refused.
Federal Lead Co., Alton, Ill.	P. F. Gill	200		Adjusted.
Trades, open-shop association, Beaumont, Tex.	G. Y. Harry	445	889	Settled.
Meat cutters and machinists, Sperry & Barnes Packing Co., New Haven, Conn.	C. J. Fury	350	100	Adjusted.
Controversy: Raleigh Lumber Co., Oxley, W. Va.	T. J. Williams	15	24	(28)
Strike: Retail clerks, Palestine, Tex.	J. S. Myers	70	1,500	(29)
Controversy: Steamship clerks and commercial checkers, deepwater steamship lines and contracting stevedores, New York and Atlantic ports.	B. M. Squires	4,000		Adjusted.
Strike: Meat cutters (beef) for 5 packing houses, New York, N. Y.	L. R. Thomas, C. J. Fury.	250	2,250	Do.
Controversy: Electrical workers, General Electric Co., Minneapolis, Minn.	F. J. Rohde			Settled.
Strike: Street car employees, E. St. Louis and Suburban Ry. Co., E. St. Louis, Ill.	J. J. Barrett	750	1,200	Adjusted.
Port Huron Sulphide and Paper Co., Port Huron, Mich.	F. T. Hawley	150		Unable to adjust.
Threatened strike: Butcher workmen, Union Meat Co., Apache Packing, Co., San Antonio Packing Co., Cohen & Bible Meat Co., Alamo Dressed Beef Co., San Antonio, Tex.	J. S. Myers	275	20	Settled.
Controversy: Southwestern Producing and Refining Co., Wichita Falls, Tex.	do	16	4	(30)
Strike: Machinists, Murry Machine Co., Atlanta, Ga.	J. W. Bridwell	70	50	Adjusted.
Controve sy: Longshoremen, deepwater steamship lines and contracting stevedores, Gulf ports.	B. M. Squires	3,090		Do.
Stevedores and foremen, deep-water steamship lines and contracting stevedores, New York and vicinity.	do	225		Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, New York.	do	1		Do.
Strike: Furnace workers, Globe Iron Co., Star Furnace Co., Jackson Iron & Steel Co., Jackson, Ohio.	W. C. Liller	295	50	Do.
Threatened strike: Coal mines, Salt Lake City, Utah.	Joseph Lord	2,000		Do.
Strike: Meat cutters (pork), New York, N. Y.	C. J. Fury, L. R. Thomas.	2,500	1,500	Do.
Controversy: Blacksmiths and other crafts, Saco Lowell Co., Lowell, Mass.	H. J. Skeffington			Pending.
Strike: Todd Shipyards, Tacoma, Wash.	E. P. Marsh, W. H. Urmy.	6,500		Adjusted.
Threatened strike: Wellston Iron & Steel Co., Wellston, Ohio.	W. C. Liller	200	20	Do.
Strike: Glaziers, Pittsburgh Plate Glass Co, Grand Rapids, Mich.	F. L. Feick	7	12	Do.
Controversy: Deep-sea longshoremen, deepwater steamship lines and contracting stevedores, Gulf ports.	B. M. Squires	6,000		Do.

[28] Case referred to president of company.
[29] Employees in most instances have secured other employment.
[30] Full operation of plant not likely to be resumed.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
NOVEMBER—continued.				
Strike:				
Packing house employees, Crescent Packing Co., Indianapolis, Ind.	J. J. Barrett	18	.....	Adjusted.
International Photo Engravers Union, Boston, Mass.	H. J. Skeffington	.....	.....	Unable to adjust.
Planing Mill Men's Assn., Austin, Tex	J. S. Myers	32	15	[31]
Butcher workers' union, Swift & Co., Armour & Co., Jersey City, N. J.	C. J. Fury, L. R. Thomas, P. F. Gill.	1,440	460	Adjusted.
Butcher workers, Swift Co., Newark, N.J.	C. J. Fury, L. R. Thomas.	100	50	Unable to adjust.
Butcher workmen, Lamb & Co., Cochran Hill Co., D. B. Martin Co., Baltimore, Md.	C. J. Fury, L. R. Thomas, P. F. Gill.	458	200	Adjusted.
Controversy:				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, New York.	B. M. Squires	30,000	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Portland, Me.	.....do	1,500	.....	Do.
Deep-sea longshoremen, War Department, New York.	.....do	.....	.....	Do.
Steamship pier office employees, deep-water steamship lines and contracting stevedores, New York.	.....do	600	.....	Do.
Lockout: Blacksmiths and machinists, American Car and Foundry Co., Terre Haute, Ind.	J. J. Walsh	75	100	Unable to adjust.
Strike:				
Paper makers, McEwan Bros. & Co., Whippany, N. J.	L. R. Thomas	150	50	Do.
Chicago Tunnel Co., Chicago, Ill.	Oscar F. Nelson	225	275	Mediation refused.
Controversy:				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf ports.	B. M. Squires	1,200	.....	Adjusted.
Deep-sea longshoremen, Lumber Exporters' Association, Gulf ports.	.....do	600	.....	Do.
DECEMBER.				
Controversy: Live Poultry Transit Corporation, Buffalo, N. Y.	James Purcell	19	21	Adjusted.
Strike:				
Stanwood Timber Co., Stanwood, Wash.	E. P. Marsh	80	30	Do.
Paper makers, McEwan Son & Co., Whippany, N. J.	L. R. Thomas	100	50	Unable to adjust.
Retail clerks, Joseph Simon Shoe Stores, Chicago, Ill.	O. F. Nelson	6	9	Adjusted.
Longshoremen, Outer Harbor Dock & Wharf Co., San Pedro, Calif.	C. T. Connell	110	50	Do.
S. House & Co., Invincible Grain Cleaning Co., Huntley Mfg. Co., Silver Creek, N. Y.	James Purcell	260	.....	Unable to adjust.
Piano, organ, and musical instrument workers' union, Greater New York, N. Y.	R. M. McWade	9,000	.....	Settled.
Structural ironworkers, master builders, Indianapolis, Ind.	J. J. Barrett	135	4,500	Adjusted.
Textile workers, Asabet Mill, Maynard, Mass.	H. J. Skeffington	600	2,300	Settled.
Blacksmiths and laborers, Evansville Tool Works, Evansville, Ind.	J. B. Lennon	100	125	Adjusted.
Controversy:				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	B. M. Squires	3,500	.....	Do.
Deep-sea longshoremen, Overseas Shipping Co., New York.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.

[31] Men working elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
DECEMBER—continued.				
Controversy—Continued.				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	B. M. Squires	3,500	.....	Adjusted.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.
Deep-sea longshoremen, Panama Railroad Co., New York.	.....do	.....	.....	Do.
Steamship clerks and commercial checkers, deep-water steamship lines and contracting stevedores, New York.	.....do	.....	.....	Do.
Threatened strike: Timber workers, Underwood Veneer Co., Wausau, Wis.	F. T. Hawley	45	225	Do.
Strike:				
Manchinists and other employees, Schutte & Koerting Co., Philadelphia, Pa.	W. C. Liller, C. J. Fury, J. J. S. Rodgers.	200	250	Pending.
Shoe workers, shoe manufacturers, Chicago, Ill.	F. L. Feick	300	500	Adjusted.
Threatened strike: Foundry workers, Wisconsin Aluminum Foundry Co., Manitowoc, Wis.	O. F. Nelson	5	200	Do.
Strike:				
Molders and core makers, Bryum Foundry Co., Indianapolis, Ind.	J. J. Barrett	95	.....	Unable to adjust.
Pollak Steel Co., Carthage, Ohio	F. G. Davis	.....	.....	Adjusted.
American Steam Gauge Co., Boston, Mass.	H. J. Skeffington	180	220	Unable to adjust.
Controversy: Grant Coal & Others Oil Co., Ranger, Tex.	J. S. Myers	15	.....	Adjusted.
Strike: Metal trades, Oscar Daniel's Shipyard, Tampa, Fla.	J. W. Bridwell	1,360	1,500	Unable to adjust.
Controversy: International Shipbuilding Co., Pascagoula, Miss.	W. R. Fairley	.....	.....	Adjusted.
Walkout: Waitresses, United States Housing Corporation, Washington, D. C.	W. D. Davidge	55	.....	([32])
Controversy: Candy workers, Brach Candy Factory, Chicago, Ill.	F. L. Feick	2	600	Adjusted.
Strike: Piano, organ, and musical instrument workers, Baldwin Piano Co., Chicago, Ill.	O. F. Nelson	18	4	Do.
Controversy:				
Deep-sea longshoremen, P. C. Pfeiffer, Port Arthur, Tex.	B. M. Squires	225	.....	Do.
Deep-sea longshoremen, Texas Transport & Terminal Co. (Ltd.), New Orleans, La.	.....do	.....	.....	Do.
Longshoremen and dock workers, New Orleans Steamship Lines, New Orleans, La.	.....do	.....	.....	Do.
Deep-sea longshoremen, E. S. Booth, Boston, Mass.	.....do	.....	.....	Do.
Coastwise longshoremen, coastwise steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	1,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, North Atlantic Ports.	.....do	700	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.

[32] Almost all of the waitresses found work elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen effected.		Result.
		Directly.	Indirectly.	
DECEMBER—continued.				
Controversy—Continued.				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf Ports.	B. M. Squires	6,000	.....	Adjusted.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, New Orleans, La.	.....do	6,000	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Savannah, Ga.	.....do	1,000	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf Ports.	.....do	6,000	.....	Do.
Bakers and confectioners, principal baking establishments, Bridgeport, Conn.	J. R. Buchanan	158	.....	Do.
Threatened strike: Blacksmiths, drop forgers, helpers, Globe Malleable Steel & Iron Works, Syracuse, N. Y.	W. D. Davidge	50	.....	Do.
Controversy:				
Fort Worth Stock Yards Co., Fort Worth, Tex.	J. S. Myers	200	25	Settled.
Tannery workers, Union Tannery Co., Narrows, Va.	Chas. Bendheim	1	119	Adjusted.
Threatened strike:				
Machinists and others, The Johnson Motor Co., South Bend, Ind.	F. L. Feick	100	50	Do.
Chemical workers and various tradesmen, Grasselli Chemical Co., Cleveland, Ohio.	W. C. Liller	750	50	Do.
Strike:				
Journeymen tailors, various merchant tailoring establishments, Philadelphia, Pa.	.....do	1,360	300	(88)
Machinists, Prest-o-lite Co., Indianapolis, Ind.	J. J. Walsh	35	1,500	Adjusted.
Controversy: Bakers, bakeries, Washington, D. C.	R. B. Mahaney	.....	.....	Do.
JANUARY.				
Strike: Piano, organ, and musical-instrument makers, Vose Piano Co.; J. O. Twichell Piano Co., Union Piano Co., Chicago, Ill.	O. F. Nelson	23	6	Adjusted.
Lockout: Machinists, Illinois Glass Co., Alton, Ill.	J. J. Walsh	78	1,700	Do.
Controversy: Shoe workers, Rohn & Ryan Shoe Co., Milwaukee, Wis.	F. L. Feick	2	35	Do.
Deep-sea longshoremen, Crowell & Thurlow, Boston, Mass.	B. M. Squires	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf ports.	.....do	.....	.....	Do.
Deep-sea longshoremen, Terminal Shipping Co. and others, Baltimore, Md.	.....do	1,000	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Boston, Mass.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Boston, Mass.	.....do	1,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Boston, Mass.	.....do	1,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Portland, Me.	.....do	1,500	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf ports.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Gulf ports.	.....do	.....	.....	Do.
Machine and hand strappers, Public Box Strappers, New York.	.....do	200	.....	Do.

[88] Nearly all the journeymen tailors employed elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen effected.		Result.
		Directly.	Indirectly.	
JANUARY—continued.				
Controversy—Continued.				
Deep-sea longshoremen, Union Sulphur Co., Sabine, Tex.	B. M. Squires			Adjusted.
Deep-sea longshoremen, Cunard Steamship Co. (Ltd.), New York.	do	800		Do.
Strike:				
Inside shopmen, structural-iron workers, Central States Bridge Co., Indianapolis, Ind.	J. J. Barrett, F. T. Hawley, O. F. Nelson.	60	400	Unable to adjust.
Platform men, Columbia Railway, Gas & Electric Co., Columbia, S. C.	H. J. Brown	150	30	Adjusted.
Threatened strike: Missoula Street Railway Co., Missoula, Mont.	W. H. Rodgers	14	5	Do.
Strike: Machinists, pattern makers, foundrymen, Buffalo Steam Pump Co., North Tonawanda, N. Y.	James Purcell	144	50	Unable to adjust.
Threatened strike: Railroad carmen, mechanics, blacksmiths, boiler makers, sheet-metal workers, Interstate Railroad Co., Appalachia, Va.	T. J. Williams	50	60	Settled.
Controversy:				
Specialty Shoe Co., Chicago, Ill.	F. L. Feick	31	19	Adjusted.
Steamship pier office employees, Norton, Lilly & Co., Funch, Edye & Co., Cosmopolitan Steamship Line, New York.	B. M. Squires	600		Do.
Strike:				
Corrugated-iron workers, Structural Steel & Corrugated Iron Works, Chicago, Ill.	P. F. Gill	800		Settled.
Upholsterers, 28 firms, members of National Upholstering Furniture Manufacturing Association, Chicago, Ill.	O. F. Nelson	440	1,200	Unable to adjust.
Butcher workmen, Beale & Boettcher Abattoir, Indianapolis, Ind.	J. J. Barrett	20	150	Do.
Kutie Kiddie Shoe Co., Chicago, Ill.	F. L. Feick	30		Adjusted.
Controversy: Dock workers and longshoremen, Louisville & Nashville Railroad, Pensacola, Fla.	B. M. Squires			Do.
Strike: Packing house employees, Morrell & Co., Sioux Falls, S. Dak.	W. H. Rodgers	770		Do.
Controversy: Blacksmiths and helpers, Eccles Drop Forge Co., Auburn, N. Y.	James Purcell	80	30	Do.
Lockout: Building trades mechanics, Little Rock, Ark.	J. S. Myers			Unable to adjust.
Strike:				
Paper makers, Nakoosa Edwards Paper Co., Port Edwards and Nakoosa, Wis.	O. F. Nelson	900	200	Mediation refused.
Boot and shoe workers, W. B. Coon Co., Rochester, N. Y.	W. D. Davidge	118	132	Adjusted.
Shoe workers, Smith, Briscoe Shoe Co., Lynchburg, Va.	J. B. Colpoys	125	160	Unable to adjust.
Leather workers, Chicago, Ill.	P. F. Gill	250		Adjusted.
Controversy:				
Machinists, Curtiss Airplane Co., Buffalo, N. Y.	James Purcell	125	75	Settled.
Broom makers, Pennsylvania Working Home for Blind, Philadelphia, Pa.	E. E. Greenawalt, C. J. Fury.	135		Adjusted.
Strike:				
Raincoat makers, C. B. Spayne & Co., Chicago, Ill.	F. L. Feick	42	15	Unable to adjust.
Oil field, gas well, and refinery workers, Magnolia Refining Co., Fort Worth, Tex.	J. S. Myers	12	75	Adjusted.
Iron workers, Hedtherington & Berner Co., Indianapolis, Ind.	J. J. Barrett, F. T. Hawley, O. F. Nelson.	30	250	Unable to adjust.
Controversy:				
Longshoremen and timber handlers, Kent & Tracy, contracting stevedores, Pensacola, Fla.	B. M. Squires	60		Adjusted.
Tug firemen and linemen, Great Lakes Towing & Dredging Co.'s, Great Lakes.	do			Do.
Threatened strike: Machinists and tool makers, Cox & Sons, Bridgeton, N. J.	J. R. Buchanan	65	100	Settled.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen effected.		Result.
		Directly.	Indirectly.	
JANUARY—continued.				
Controversy:				
Deep-sea longshoremen, Smith & Kelly Co., Taggart & Co., Savannah, Ga.	B. M. Squires	.....	.....	Adjusted.
Coastwise longshoremen, coastwise steamship lines and contracting stevedores, Atlantic and Gulf ports.	.....do	15,000	.....	Do.
FEBRUARY.				
Controversy:				
Marine beef handlers, War Department, New York.	B. M. Squires	150	.....	Adjusted.
J. D. Neilson, Cut Sole Co., Chicago, Ill.	F. L. Feick	7	5	Do.
Wm. F. Mosser Co., Richwood, W. Va.	F. G. Davis	.....	.....	Do.
Machinists, Fleischmann Yeast Co., Langdon, D. C.	J. B. Colpoys	8	200	Do.
Strike:				
Puddlers, Burden Iron Co., Troy, N. Y.	.....do	200	1,600	Unable to adjust.
Home Packing Co., Terre Haute, Ind.	F. L. Feick	250	15	Adjusted.
Threatened strike: Street car men, Wilkes-Barre Railways Co., Wilkes-Barre, Pa.	J. A. Smyth	4	350	Do.
Controversy:				
Stationary engineers, industrial plants, Springfield and vicinity, Ohio.	T. J. Williams	120	4,750	Adjusted.
Longshoremen, Pacific Northwest Ports, Oregon, Washington, and British Columbia.	G. Y. Harry, E. P. Marsh.	7,000	13,000	Do.
Tobacco workers, British-American Tobacco Co., Petersburg, Va.	Homer J. Brown	100	3,100	Do.
Building trades, Contractors' Association, Indianapolis, Ind.	O. F. Nelson	1,200	.....	Do.
Teamsters, Kivits Brothers Commission Co., Terre Haute, Ind.	F. L. Feick	15	.....	Do.
Dredge workers and oilers, Great Lakes Dredge & Dock Co., Great Lakes.	B. M. Squires	.....	.....	Do.
Checkers and tallymen, deep-water steamship lines and contracting stevedores, Baltimore, Md.	.....do	200	... .	Do
Dredge workers and oilers, Great Lakes Dredge and Dock Co., Great Lakes.	.....do	.....	.....	Do.
Checkers and tallymen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	300	.....	Do.
Lockout: Carmen, machinists, blacksmiths, engineers, American Car & Foundry Co., Terre Haute, Ind.	F. L. Feick	75	500	Do.
Threatened strike: Machinists, U. S. Slicing Machine Co., La Porte, Ind.	O. F. Nelson	12	260	Do.
Strike:				
Street and electric railway employees, Gulfport & Mississippi Coast Traction Co., Gulfport, Miss.	J. S. Myers	108	25	Do.
Engineers, conductors, firemen, trainmen, machinists, boilermakers and other crafts, Minnesota, Dakota & Western Rwy. Co., International Falls, Minn.	R. S. Coleman, F. L. Feick.	65	15	Do.
American Sugar Refining Co., New Orleans, La.	J. S. Myers	700	900	Settled.
Machinists and helpers, contract shops, Galveston, Tex.	.....do	140	320	(24)
Controversy: Furnace men, Punxsutawney, Pa.	J. A. Smyth	.....	.....	Adjusted.
Threatened strike: Packing-house employees, Swift & Co., Moultrie, Ga.	W. C. Liller	425	30	Do.
Controversy: Eclipse Refining Co., Franklin, Pa.	James Purcell	.....	.....	Unable to adjust.
Walkout: Cooks and waiters, Cawthon Hotel, Mobile, Ala.	W. C. Liller	10	15	Adjusted.
Strike:				
Metal polishers, Superior Motor Co., Chicago, Ill.	O. F. Nelson	34	145	Mediation refused.
Carmen and machinists, Jonesboro, Lake City, and Eastern Rwy. Co., Jonesboro, Ark.	J. S. Myers	22	.....	(25)

[24] Some employees returned, others found employment elsewhere.
[25] Most of the men obtained work elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
FEBRUARY—continued.				
Controversy:				
Steamship pier office employees, Clyde San Domingo Line, Porto Rico Line, New York.	B. M. Squires	.....	.....	Adjusted.
Deep-sea longshoremen, Brady & Gice, stevedores, New York.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Tampa, Fla.	.....do	.....	.....	Do.
Threatened strike: Mine, mill, and smelter workers, Ft. Smith Smelter Co., Fort Smith, Ark.	J. J. Walsh	200	5	Do.
Strike: Delaney Forge & Iron Co., Buffalo, N. Y.	James Smyth	3	140	Do.
Controversy:				
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Boston, Mass.	B. M. Squires	1,500	.....	Do.
Tannery workers, Union Tanning Co., Narrows, Va.	H. J. Brown, F. G. Davies.	120	20	Unable to adjust.
Strike: Waiters, hotel and café owners, Los Angeles, Calif.	C. T. Connell	700	500	Settled.
Controversy: Home Packing Co., Terre Haute, Ind.	P. F. Gill	200	.....	Unable to adjust.
Strike:				
Leather workers, National Belting Co., New York, N. Y.	J. R. Buchanan	23	70	Do.
Sheet-metal workers, boiler makers, blacksmiths, machinists, electricians, carpenters, and joiners, Pensacola Shipbuilding Co., Pensacola, Fla.	W. C. Liller	1,200	800	Adjusted.
Controversy: Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Baltimore, Md.	B. M. Squires	1,000	.....	Do.
MARCH.				
Controversy:				
Deep-sea longshoremen, Cunard Steam Ship Co., Ltd., New York.	B. M. Squires	1,000	.....	Adjusted.
Marine warehouse clerks, deep-water steamship lines and contracting stevedores, Baltimore, Md.	.....do	200	.....	Do.
Walkout: Meat cutters and butcher workmen, packing houses and sausage factories, Cleveland, Ohio.	J. J. Walsh	800	.....	Do.
Controversy:				
Trans-Atlantic steamship clerks, deep-water steamship lines and contracting stevedores, Boston, Mass.	B. M. Squires	200	.....	Do.
Checkers and tallymen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	300	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Galveston, Tex.	.....do	450	.....	Do.
Carmen employed in shops, Kansas City, Clay County, and St. Joe Railway, Kansas City, Mo.	W. H. Rodgers	32	.....	Settled.
Strike:				
Julius Kayser Co., Sidney, Amsterdam, and Brooklyn, N. Y.	Ethelbert Stewart	4,179	.....	Adjusted.
Pequanoc Rubber Co., Butler, N. J.	J. R. Buchanan	200	110	Do.
Paper makers, American Straw Board Co., Quincy, Ill.	F. T. Hawley	125	25	Unable to adjust.
Machinists, General Motors Co., St. Louis, Mo.	P. F. Gill	200	800	Do.
Waiters, Alexandria Hotel, Los Angeles, Calif.	C. T. Connell	143	200	Adjusted.
Controversy: Sinclair Gulf Refining Co., Ranger, Tex.	J. S. Myers	16	60	Men employed elsewhere.
Strike: United Shoe Machinery Co., Beverly, Mass.	H. J. Skeffington	3,300	2,200	Adjusted.
Georgia Railway & Power Co., Atlanta, Ga.	J. W. Bridwell	1,100	.....	Do.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
MARCH—continued.				
Threatened strike: Roberts & Oakes Packing Co., Marshalltown, Iowa.	W. H. Rodgers	150	.....	Plant closed indefinitely.
Strike: Drop forge men, Billings & Spencer Drop Forge Co., Hartford, Conn.	James Purcell, C. J. Fury.	170	800	(36)
Lockout: Teamsters, Kivits Bros. Commission Co., Terre Haute, Ind.	P. F. Gill	150	1,100	Adjusted.
Strike: Building trades council, Employers' Association, New York, N. Y.	J. J. Barrett	2,000	118,000	Do.
Controversy:				
Journeymen barbers, Master Barbers' Association, Chicago, Ill.	O. F. Nelson, J. J. Walsh.	3,600	.....	Do.
Grain trimmers, deep-water steamship lines and contracting stevedores, Baltimore, Md.	B. M. Squires	400	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Baltimore, Md.	.....do	1,000	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Hampton Roads, Va.	.....do	3,500	.....	Do.
Strike:				
Paper makers, Weis Paper Co., Quincy, Ill.	F. T. Hawley	90	20	Unable to adjust.
Waiters and cooks, McKee's Café, Los Angeles, Calif.	C. T. Connell	26	20	Adjusted.
Platform men, Pacific Electric Railway, Los Angeles, Calif.	C. T. Connell, Hywel Davies, E. P. Marsh, Col. J. L. Spangler.	.....	.....	Unable to adjust.
Coastwise men, port of New York, N. Y.	B. M. Squires, R. M. McWade.	7,000	.....	Adjusted.
Live Poultry Board, American Express Co., Chicago, Ill.	O. F. Nelson	.....	.....	Do.
Kingan & Co., Indianapolis, Ind	P. F. Gill, J. J. Barrett.	2,500	.....	(37)
Yarn workers, Manayunk, Pa.	J. J. S. Rodgers	450	800	Adjusted.
Controversy: Trouble men and linemen, Riverside Municipal Plant, Riverside, Calif.	C. T. Connell	12	10	Do.
Strike: Mine workers, Napier Iron Works, Corning, Tenn.	W. C. Liller	30	25	Men employed elsewhere.
Walkout: Painters and helpers, Pierce Oil Co., Fort Worth, Tex.	Joseph S. Myers	12	25	Adjusted.
Lockout: Auto mechanics, Wentworth & Irwin Auto Co., Portland, Oreg.	E. P. Marsh, G. Y. Harry.	40	.....	Do.
Strike:				
Ladies' garment workers, Rose & Rose, Cleveland, Ohio.	A. L. Faulkner	8	.....	(38)
Die sinkers, trimmers, drop forge, and helpers, J. H. Williams Drop Forge, Brooklyn, N. Y.	J. Purcell, H. J. Brown.	175	525	Adjusted.
Controversy:				
Waiters, hotels, restaurants, and cafés, Washington, D. C.	Roland B. Mahany	416	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Savannah, Ga.	B. M. Squires	1,000	.....	Do.
Strike: Grain handlers, Portland, Oreg.	E. P. Marsh, G. Y. Harry.	200	.....	Do.
Threatened strike: Clerks, merchants, Bakersfield, Calif.	C. T. Connell	240	250	Do.
Strike:				
Tool makers, Prestolite Plant, Indianapolis, Ind.	P. F. Gill	40	.....	Unable to adjust.
Cadora Mine No. 1, Terre Haute, Ind	F. T. Hawley	.....	.....	Adjusted.
Stone derrickmen, stone contractors, New York, N. Y.	J. J. Barrett	200	.....	Do.
Threatened strike: American Car Co., St. Louis, Mo.	J. J. Walsh	300	10	(c)

[36] Some of the men returned and some were employed elsewhere.
[37] Men were permitted to return to work if they would surrender their union cards.
[38] Employees secured work elsewhere.
[c] Men are seeking employment elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
MARCH—continued.				
Strike:				
Clerks and freight handlers, New England steamship lines, New York, N. Y.	James Smyth	250	500	Adjusted
Live stock handlers, Union Stock Yards & Transit Co., Chicago, Ill.	H. L. Kerwin, J. L. Spangler, P. F. Gill, O. F. Nelson.	900	40,000	Do.
Foundation Co. of New York, Dunlap Rubber Co., Buffalo, N. Y.	J. J. Barrett	200	3,500	Do.
APRIL.				
Threatened strike: St. Louis & Belleville Electric Railway, St. Louis, Mo.	J. J. Walsh	38	10	Adjusted.
Controversy: Building trades crafts, Building Trades Council, Butte, Mont.	Thos. Barker	500	1,500	Settled.
Strike:				
Street and electric railway employees, Nashville Rwy. & Light Co., Nashville, Tenn.	W. C. Liller	600	100	Do.
Hotel and restaurant employees, Butte, Mont.	Thos. Barker	500		Adjusted.
Controversy:				
Deep-sea longshoremen, Strachan Shipping Co., Savannah, Ga.	B. M. Squires	1,000		Do.
Building trades, contractors, South Bend, Ind.	F. L. Feick	2,000	6,000	Do.
Strike: Silk weavers, 9 mills, Phillipsburg, N. J.	W. D. Davidge	1,000	600	Settled.
Controversy: Textile workers, Fall River, Mass.	H. J. Skeffington	2,300	30,000	Adjusted.
Strike: Casco Tannery Co., Portland, Me.	L. R. Thomas	80		Settled.
Threatened strike: Harness and saddlery makers, Biehl & Sifferman Saddlery Co., A. N. Edwards Saddlery Co., Chicago, Ill.	O. F. Nelson	90	125	Adjusted.
Strike:				
Petticoat workers, New York, N. Y.	J. J. S. Rodgers	600		Do.
Railway clerks and others, Norfolk & Western Railway, Roanoke, Va.	J. B. Colpoys, Chas. Bendheim.	8,000		Do.
Threatened strike: Metal polishers, J. W. Miller Lock and Hardware Co., Lancaster, Pa.	C. J. Fury	30		Do.
Strike:				
Walworth Manufacturing Co., Kewanee, Ill.	F. L. Feick	3,400		Do.
Leather workers, P. C. Murphy Trunk Co., Stability Bag & Trunk Co., Ely-Walker Dry Goods Co., Rice Stix Dry Goods Co., St. Louis, Mo.	J. J. Barrett	915		Unable to adjust.
Building trades, Employers' Open Shop Policy, Atlanta, Ga.	J. W. Bridwell	500	6,000	Settled.
Timber workers, Silver Falls Timber Co., Silverton, Oreg.	G. Y. Harry	130	650	Adjusted.
Boiler makers and helpers, Standard Oil & Midwest Refining Co., Casper, Wyo.	W. H. Rodgers	300	2,400	Do.
Controversy: Checkers and clerks, Cunard Steamship Co., United Fruit Co., New York, N. Y.	B. M. Squires			Do.
Threatened strike: Trunk workers, Wm. Bal Co., M. Naidus & Co., Rauchback & Co., Newark, N. J.	Chas. Bendheim	170		Do.
Walkout: Stage employees, motion-picture operators, theaters and motion-picture houses, Butte, Mont.	Thos. Barker			Do.
Strike:				
Paper makers, American Strawboard Co., Noblesville, Ind.	F. T. Hawley	41	110	Settled
Flour and cereal workers, Liberty Mills, San Antonio, Tex.	J. S. Myers			Do.
Threatened strike: Engineers on tugboats, Philadelphia Electric Co., Philadelphia, Pa.	J. L. Hughes, C. J. Fury.			Adjusted.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
APRIL—continued.				
Strike: Building laborers, iron workers, electricians, hod carriers, Sioux City, Iowa.	W. H. Rodgers	1,200	.....	Settled.
Threatened strike:				
Employees, Washington Railway & Electric Co., Washington, D. C.	R. B. Mahany	.....	.....	Adjusted.
Textile workers, Hamilton & Carhartt Cotton Mills, Rock Hill, S. C.	J. W. Bridwell	.....	.....	Unable to adjust.
Strike: Millmen, rivermen, loggers, engine men, machinists, teamsters, lumber camps, Lumbermen's Association, Rhinelander, Colquet, Odana, Hurley, Ashland, Superior, Duluth, etc., Wisconsin, Minnesota, Michigan, Canada.	J. J. Barrett	25,000	35,000	[39]
Controversy: Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Galveston, Tex.	B. M. Squires	300	.....	Adjusted.
Deep-sea longshoremen, Furness, Withy & Co., Baltimore, Md.	.....do	200	.....	Do.
Strike:				
Bakers, Jewish bakeries, New York, N. Y.	.....do	150	3,000	Do.
Bricklayers, Gulf Refining Co., Texas Co., Port Arthur, Tex.	J. S. Myers	100	6,500	[40]
Threatened strike:				
Trunk workers, L. Goldsmith & Son, Newark N. J.	Chas. Bendheim	90	80	Adjusted.
Street car men, Scranton Street Railways, Scranton, Pa.	J. J. S. Rodgers	600	700	Do.
Controversy: Amalgamated Leather Co., Wilmington, Del.	Chas. Bendheim	30	1,700	Do.
Threatened strike: Electric welders, Pfandler Co., Tank Builders, Rochester, N. Y.	L. R. Thomas	20	200	Do.
Lockout: Iron workers, Jordan L. Mott Co., Trenton, N. J.	C. J. Fury	84	2,000	Settled.
Threatened strike:				
Machinists, Trenton, N. J.	J. B. Colpoys	800	3,000	[41]
Machinists, S. Flory Engine Co., Bangor, Pa.	.....do	125	200	Adjusted.
Strike: Pattern makers, various jobbing shops in Toledo, Ohio, and vicinity.	W. C. Liller	146	15	Settled.
Controversy:				
Molders, Portland Iron Works, Portland, Oreg.	G. Y. Harry	9	80	Adjusted.
Deep-sea longshoremen, Cunard Steamship Co., New York.	B. M. Squires	1,000	.....	Do.
Deep-sea longshoremen, Munson Steamship Line, New York.	.....do	.....	.....	Do.
Deep-sea longshoremen, deep-water steamship lines and contracting stevedores, Savannah, Ga.	.....do	1,000	.....	Do.
Strike: Building trades, master builders, La Crosse, Wis.	J. J. Barrett	450	1,500	Unable to adjust.
Lockout: Millmen, McCormick Lumber Co., San Diego, Calif.	Chas. T. Connell	18	200	Adjusted.
Controversy: United States Gypsum Co., Plasterco, Va.	F. G. Davis	.....	.....	Do.
Strike: E. F. Houghton & Co., machinery belt manufacturers, Philadelphia, Pa.	J. J. S. Rodgers, C. J. Fury.	108	.....	Do.
Threatened strike: Oshkosh Trunk Co., Oshkosh, Wis.	W. H. Rodgers	175	200	Unable to adjust.
Strike:				
Molders, Kellar's Foundry, Knoxville, Tenn.	F. G. Davis	11	.....	Adjusted.
Jewelry workers, jewelry manufacturers, Kansas City, Mo.	J. B. Lennon	90	30	Do.
Threatened strike: Electrical workers, Hawaiian Electric Co. & Mutual Telephone Co., Honolulu, Hawaii.	Richard L. Halsey	.....	.....	Settled.
Strike: All crafts, Cincinnati Car Co., Cincinnati, Ohio.	L. R. Thomas	395	.....	Unable to adjust.

[39] Department forced to withdraw commissioner because of lack of funds.
[40] Most of the bricklayers have left and nothing more can be done.
[41] Situation not ready for conciliation.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
APRIL—continued.				
Controversy: Oil refinery workers, Magnolia Refining Co., Fort Worth, Tex.	J. S. Myers	75	.....	Adjusted.
Strike: Conductors, motormen, barn mechanics, New Jersey, Pennsylvania Traction Co., Trenton, N. J.	C. J. Fury, J. R. Buchanan.	100	.....	(*f*)
Threatened strike: Egg handlers in produce houses, Des Moines, Iowa.	W. H. Rodgers	25	60	Adjusted.
MAY.				
Strike: Molders, S. Flory Engine Co., Bangor, Pa.	J. B. Colpoys	30	200	Adjusted.
Controversy: Dock workers trucking to shipside, and longshoremen, Strachan Shipping Co., Brunswick, Ga.	B. M. Squires	300	.....	Do.
Threatened strike:				
Coopers, 22 new and second-hand barrel dealers and 15 oil and varnish manufacturers, Cleveland, Ohio.	W. C. Liller	200	1,200	Do.
Employees, Cleveland Railway Co., Cleveland, Ohio.	W. C. Liller	2,800	300	Settled.
Walkout: Painters and glaziers, Webber Showcase Co., Los Angeles, Calif.	C. T. Connell	15	150	Adjusted.
Threatened strike: Car builders and repair men, Chicago, Lake Shore & South Bend Railway Co., Chicago, Ill.	O. F. Nelson	35	175	Do.
Lockout: Blacksmiths and machinists, Buffalo-Springfield Roller Co., Springfield, Ohio.	J. A. Smyth	175	300	Do.
Strike:				
Electrical workers and helpers, electrical contractors, Duluth, Minn., and Superior, Wis.	J. J. Barrett	150	1,500	Do.
Teamsters and truck drivers, team and truck owner, Superior, Wis.	.....do	150	.....	Unable to adjust.
Threatened strike: Ozark Smelting and Mining Co., Coffeyville, Kans.	P. F. Gill	140	.....	Adjusted.
Strike:				
Laborers and semiskilled workers, metal manufacturers, Waterbury, Conn.	H. J. Skeffington, T. J. Williams.	15,000	.....	Settled.
Employees, Charleston Industrial Corporation, Nitro, W. Va.	James Purcell	300	.....	Do.
Controversy: Plumbing shops, supply houses, Sioux City, Iowa.	W. H. Rodgers	.....	.....	(*42*)
Strike: Carpenters, building contractors, Elkhart, Ind.	F. L. Feick	30	100	Adjusted.
Controversy: Deep-sea longshoremen, Strachan Shipping Co., Savannah, Ga.	B. M. Squires	1,000	.....	Do.
Strike:				
Drop forge men, blacksmiths, helpers, Thos. McLaughlin Co., Portland, Me.	J. R. Buchanan	30	350	(*g*)
Journeymen stonecutters, International Association Cut Stone Contractors, Bedford, Ind.	F. T. Hawley	700	12,000	Adjusted.
Threatened strike: Employees, Stockton, (Calif.) Electric Railroad Co., Stockton, Calif.	Wm. H. Urmy	80	10	(*43*)
Strike: Carpenters, Goshen, Ind.	F. L. Feick	25	.....	Adjusted.
Lockout: Building trades, Bloomington, Ill.	P. F. Gill	700	.....	Do.
Strike:				
Silk operatives, Tilt Silk Co., Pottsville, Pa.	H. J. Brown	249	15	Unable to adjust.
Machinists and helpers, Snow Pump Works, Buffalo, N. Y.	J. Purcell	140	.....	Adjusted.
Iron workers, Erie Steel Construction Co., Erie, Pa.	L. R. Thomas	25	1,500	(*44*)
J. D. Padgett & Co., Tennison Bros., G. W. Schoellkoff, Dallas, Tex.	J. S. Myers	335	215	Adjusted.

f Commissioner called away from case, has had no further information.
42 Commissioner withdrew, as it was not a case for conciliation.
g Many of the employees secured work elsewhere.
43 Employees will not strike, but will seek work elsewhere.
44 Unable to negotiate with company.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
MAY—continued.				
Controversy: Stationary engineers, International Packing Corporation and other fish canneries, San Pedro, Calif., and vicinity.	C. T. Connell	50	500	Adjusted.
Lockout: Blacksmiths, mine contract shops, Fresno, Calif.	C. T. Connell	25	200	Settled.
Controversy: Eastern Pennsylvania Railways Co., Pottsville, Pa.	F. G. Davis	500	.....	Adjusted.
Longshoremen and checkers, Pensacola Lumber Co., Pensacola, Fla.	B. M. Squires	50	.....	Do.
Strike: Carpenters, joiners, laborers, cabinet makers, painters, sheet-metal workers, Gurney Refrigerator Co., Fond-du-Lac, Wis.	J. J. Barrett	175	200	[46]
Lockout: Teamsters and chauffeurs, Bloomington, and Champaign, Ill.	P. F. Gill	10	300	Unable to adjust.
Strike: Braziers, Hendee Motor Co., Springfield, Mass.	T. J. Williams	17	1,500	[46]
Controversy: Building trades council, Citrus Soap Co., San Diego, Calif.	C. T. Connell	7	75	Pending.
Strike: Machinists and helpers, O'Neil Iron Works, Buffalo, N. Y.	James Purcell	150	.....	Adjusted.
Clerks, trainmen, shop crafts and others, Central of Georgia Railway, Atlanta, Ga.	J. W. Bridwell	100	.....	Do.
Threatened strike: Bakery workers, 400 bakeries, Cleveland, Ohio.	L. R. Thomas	280	150	Settled.
Strike: Cigar makers, Andrew Steffen Cigar Co., Indianapolis, Ind.	J. J. Walsh	50	.....	[47]
Controversy: Teamsters, truck owners, Tacoma, Wash.	E. P. Marsh	150	600	Adjusted.
Strike: Employees, furniture factories, Shelbyville, Ind.	J. J. Walsh, F. L. Feick.	1,000	.....	Settled.
Threatened strike: White Eagle Refining Co., Fort Worth, Tex.	J. S. Myers	45	5	Adjusted.
JUNE.				
Controversy: Electrical workers, 14 shops, Savannah, Ga.	J. W. Bridwell	108	.....	Adjusted.
Clerks, Chicago, Burlington & Quincy R. R., Chicago, Ill.	P. F. Gill	2,000	.....	Do
Refinery men, Houston, Tex.	James B. Bryan	.....	.....	Do.
Boiler makers and helpers, E. Keeler Boiler Works, Williamsport, Pa.	J. Purcell	80	.....	Unable to adjust.
Dredgermen, United Dredging Co. et al., San Pedro, Calif.	C. T. Connell	60	50	Pending.
Threatened strike: Railway clerks, Chicago & North Western Ry., Chicago, Ill.	O. F. Nelson, P. F. Gill.	.....	.....	Adjusted.
Strike: Mill workers, mill owners, South Bend, Ind.	F. L. Feick	60	100	Do.
Machinists, Watson Machine Co., J. A. Roebling Sons Co., Trenton, N. J.	Chas. Bendheim	97	3,000	Do.
Controversy: Oil refinery workers, Pierce Oil Corporation, Sand Springs, Okla.	P. F. Gill	.....	.....	Settled.
Strike: Pattern makers, Westinghouse Electric & Machine Co., Trafford City, Pa.	L. R. Thomas	35	2,000	Pending.
Controversy: Building laborers, Kansas City, Mo.	P. F. Gill	.....	.....	Do.
Adrian Furnace Co. at Du Bois and Punxsutawney, Pa.	F. G. Davis	40	300	Adjusted.
Strike: Metal workers, Trimont Manufacturing Co., Boston, Mass.	J. R. Buchanan	400	.....	Do.
Controversy: Deep-sea longshoremen, Strachan Shipping Co., Savannah, Ga.	B. M. Squires	850	.....	Do.

[45] Department forced to withdraw conciliator because of lack of funds.
[46] Most of the men are working elsewhere.
[47] Factory operating with new help and employer hesitates to remove them. Commissioner can be of no further use.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1919, to June 30, 1920—Continued.

Name.	Commissioners of conciliation.	Workmen effected.		Result.
		Directly.	Indirectly.	
JUNE—continued.				
Strike: Building trades, Fort Wayne, Ind.	J. B. Lennon, F. L. Feick.	400	1,100	Adjusted.
Quarry men, Standard Lime & Stone Co., Martinsburg, W. Va.	C. Bendheim	300	.....	Do.
Threatened strike: Brick masons and carpenters, Studebaker Corporation, South Bend, Ind.	F. L. Feick	300	.....	Do.
Controversy: Boiler makers, blacksmiths, machinists, contract shops, Jacksonville, Fla.	Thos. V. Kirk	.....	.....	Unable to adjust
Dining-car conductors, waiters, Southern Railway Co., Washington, D. C.	John A. Moffitt	1,200	4,000	Adjusted.
Strike: Machinists, W. R. Thropp Sons Co., Trenton, N. J.	Chas. Bendheim	47	53	(48)
Threatened strike: Inside wiremen and other crafts, State electrical contractors, San Diego, Calif.	Chas. T. Connell	40	100	Adjusted.
Strike: American Brake Shoe & Foundry Co., Chicago, Ill.	O. F. Nelson	.....	.....	Settled.
Controversy: Refinery workers, Crew Levick Refining Co., Titusville, Pa.	James Purcell	98	.....	Unable to adjust.
Strike: Miners, coal operators, Williamson, Mingo County, W.Va., Pike County, Ky.	L. R. Thomas, F. L Feick.	4,000	1,000	Do.
Controversy: Alabama Coal Situation, Birmingham and vicinity, Ala.	J. W. Bridwell	26,000	.....	Pending.
Building trades, Contractors & Builders Association, San Diego, Calif.	C. T. Connell	1,200	1,000	Do.
Threatened strike: Baking industry, Washington, D. C.	Rowland B. Mahany	740	.....	Adjusted.
Strike: Longshoremen, Philadelphia, Pa.	J. L. Hughes	4,000	.....	Settled.
Controversy: Checkers, Panama Railroad Co., New York	B. M. Squires	.....	.....	Adjusted.
*Longshoremen bunkering coal, Cunard Steamship Co. (Ltd.), New York.	.....do.	1,000	.....	Do.
Bakers, bakeries, Washington, D. C.	R. B. Mahany	.....	.....	Do.

[48] Commissioner refused an interview.

RECAPITULATION.

Date.	Strikes.	Disputes.	Lockouts.	Walkouts.	Adjusted and settled.	Unable to adjust.	Unclassified.	Pending.	Total.
1919.									
July	60	33	7	1	83	13	5	.....	101
August	59	39	6	1	81	13	11	.....	105
September	84	32	4	.....	71	12	37	.....	120
October	48	48	5	.....	69	12	19	1	101
November	26	26	1	.....	41	6	5	1	53
December	20	34	.....	1	45	7	2	1	55
1920									
January	18	26	2	.....	37	8	1	.....	46
February	13	24	1	1	32	5	2	.....	39
March	26	17	2	2	34	5	8	.....	47
April	27	32	2	1	50	8	4	.....	62
May	21	15	4	1	31	3	6	1	41
June	11	21	.....	.....	22	4	1	5	32
Total	413	347	34	8	596	96	101	9	802

Cases pending at close of fiscal year 1919.

Character:	
Strikes	9
Disputes	4
Total	13
Disposition:	
Adjusted	3
Unable to adjust	7
Unclassified	3
Total	13

Cases handled by the Department of Labor, by States, for the fiscal year July, 1919, to June 30, 1920.

State.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Alabama			1	1				1				1	4
Arizona		2	1										3
Arkansas							1	2					3
California	1	11	2	9		1		1	5	1	5	3	39
Colorado				3									3
Connecticut	3	17	4	7	1	1			1		1		35
Delaware	1									1			2
District of Columbia				2		2		1	1	1		3	10
Florida		1				1	2	2			1	1	8
Georgia	1	2	2	2	1	1	1	1	2	3	3	2	21
Hawaii			2							1			3
Idaho	1	3	1										5
Illinois	19	12	3	5	3	4	6	2	5	3	3	3	70
Indiana	4	1	9	2	2	5	3	6	4	2	5	3	46
Iowa	3	2	1	1					1	2	1		11
Kansas		3	1	2							1		7
Kentucky	1	1										1	3
Louisiana		2	7	1	2	3		1					16
Maine	2				2		1			1	1		7
Maryland		1	1	5	3		1	2	3	1			17
Massachusetts	12	3	2	6	3	3	4	1	2	1	1	1	39
Michigan	2	1		5	2								10
Minnesota	1		1		1			1					4
Mississippi				1		1		1					3
Missouri	3	2	3	3					3	6		1	21
Montana		1	1				1			3			6
Nebraska	2		1										3
Nevada		2											2
New Hampshire	1												1
New Jersey	1		27	3	4	1	1		1	8		3	49
New York	9	6	8	8	9	9	7	6	8	6	2	2	80
North Carolina		1											1
North Dakota			1										1
Ohio	11	8	9	2	4	2		1	2	2	4		45
Oklahoma	3	1										1	5
Oregon	1								2	2			5
Pennsylvania	11	9	10	13		2	1	3	1	4	4	5	63
South Carolina							2			1			3
South Dakota							1						1
Tennessee	1	2	1	9					1	2			16
Texas	2	1		2	8	3	3	1	3	4	4	1	33
Utah					1								51
Virginia	1		4	1		10	2	3	2	2			25
Washington		2	1	1	1	1					1		7
West Virginia	3		3	2	1			1			1	1	12
Wisconsin	1	3	11	1	1	2	2			2	2		25
Wyoming										2			2
Interstate		5	1	4	4	3	5	2		1	1		26
Total	101	105	120	101	53	55	46	39	47	62	41	32	802

United States Employment Service.

Status and future.—Owing to the failure of Congress to enact legislation defining the status of the United States Employment Service as an established unit of the Department of Labor, the service still exists as a function rather than a bureau of the Department, by virtue of an order of the Secretary of Labor of January 3, 1918, pro-

viding for the organization and operation of the service in the then critical state of the war industries of the Nation.[74] The authority for this action was derived from the statutory powers of the Division of Information in the Bureau of Immigration,[75] supplemented by the broader powers of the Department itself "to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment."[76] Though instituted primarily as a war measure for the purpose of speeding up the production of essential war material and for reducing the enormous wastage of public and private resources in the desperate competition of the war industries for labor, the demonstrated utility of the service as a means of equalizing labor supply and demand and of meeting the recurrent problem of unemployment commended it to all thoughtful observers as a permanent function of the National Government. This growing conviction of the public, which was based on actual experience of the workings of the system, harmonized with the views of employment experts who had felt the need of a coordination of the employment activities of the several States that had in the decade preceding the entry of our Nation into the war developed systems of public employment, and who had for several years advocated the creation of a national system for the clearance of labor among the States. These efforts had resulted in the introduction of several bills providing for the establishment by Congress of such a national system which had received consideration by the several committees of the House and Senate having them in charge, but which were never reported out for congressional action.

Reference is made in last year's report to the bills introduced by Senator Kenyon in the Senate and by Mr. Nolan in the House,[77] which represented the views of practically all the public employment experts of the country, and which had the indorsement of the Department of Labor. These bills, which at the creation of a decentralized but coordinated system of public employment offices by the cooperative activities of the States and Federal Government, received the most thorough examination at the hands of the Senate Committee on Education and Labor, and the House Committee on Labor; but, owing to the congressional situation in the months preceding the presidential campaign, failed to be reported out. In the meantime an earlier and less detailed measure which had been introduced in the House on May 19, 1919, by Mr. Nolan, of California (H. R. 544), was, with same amendments, reported to the House May 18, 1920 (Report No. 999), but failed to come up for action.

[74] Department Reports of 1918, pp. 480–482. See also same report, pp. 475–480.
[75] Immigration act of 1907, sec. 40, and of 1917, sec. 30.
[76] Organic act of the Department of Labor. See appendix to this report.
[77] Department Reports for 1919, pp. 904–906.

The feature that all these measures have in common is their recognition of the fact that the problem of employment, in time of peace as well as of war, is not a matter of local but of national concern, and of the further fact that it is not only a question of dealing with crises or emergencies of unemployment but also a practical device for so marshaling the labor power of the country as to insure the highest possible efficiency of the productive energies of the Nation. This requires the mobilization of the workers not by any species of compulsion but by the democratic method of the continuous collection and dissemination of information regarding the industrial conditions and the labor needs of every part of the country.

This national aspect of the problem has been so widely recognized and so authoritatively set forth of late that it has become an accepted doctrine of political science. France, Belgium, Germany, and Russia have found themselves compelled to adopt it as a working principle in order to speed up the production which is necessary to restore their solvency and enable them to reconstruct their shattered industrial life, while Great Britain has for a dozen years maintained a national system of employment exchanges for the United Kingdom, and the Dominion of Canada has combined the employment activities of its several Provinces from Nova Scotia to British Columbia into a federal system, administered by a director of employment in Ottawa.

The recent growth of the movement for national direction of employment as well as its growing international importance are exemplified in the following extracts from the draft convention concerning unemployment unanimously adopted by the International Labor Conference of the League of Nations, held in Washington in November of last year:

ARTICLE 11. Each member (State) which ratifies this convention shall establish a system of free public employment agencies under the control of a central authority.

Where both public and private free employment agencies exist, steps shall be taken to coordinate the operations of such agencies on a national scale.

The operation of the various national systems shall be coordinated by the international labor office in agreement with the countries concerned.

In the report on unemployment prepared by the organizing committee for the International Labor Conference, comparative statistics are given showing the amount and fluctuations of employment in various countries in the years preceding the war. From these tables it appears that the mean percentage of unemployment in certain trades for the period 1904–1913 was 2.1 in Germany, 2.7 in Belgium, 4.7 in the United Kingdom, 7.8 in France, and 15.2 in the State of New York. The report sums up the situation in this country as follows:

The fluctuations of industry are more pronounced in the United States of America than in most other countries, and, therefore, the variation in the percentage unemployed is greater. The prewar percentages of unemployment in the United States were normally about three times as great as those reported for England or Germany. The fluctuations likewise were more violent.

The interpretation of these facts is not far to seek. In a relatively small, compact, and densely populated industrial community like England or Belgium, or one as highly organized as was Germany before the war, the working population easily finds its level, and unemployment is comparatively slight; whereas, in a country as vast as ours, with its great diversity of industries widely scattered over its area, the unemployed worker is too often stranded in the community in which he finds himself. The greater mobility sometimes attributed to the American worker is more than neutralized by the distance that separates him from his opportunity and by his ignorance of its existence or whereabouts. If, then, these European countries deem a unified employment service an essential feature of their industrial organization, how much more essential must it be under the more difficult and less stable conditions of industry which obtain in the United States.

Fortunately our Federal system of government lends itself easily to the institution and operation of a national employment service which is unified without being centralized and which by coordinating the independent activities of the several States, combines them all into a national system free from the dangers of centralized authority and bureaucratic control. This is the system which has been embodied in the Kenyon-Nolan bill herein before referred to.

The nature of the problem and its solution can not be put better than in the words of the President's Industrial Conference which was convened in Washington on December 1, 1919, and which, after an exhaustive consideration of the industrial situation in the United States, submitted its report under date of March 6, 1920.[78]

Needed legislation.—The hearings on the House and Senate bills referred to above, which were conducted into the summer of 1919 at joint sessions of the Senate Committee on Education and Labor and the House Committee on Labor, produced a mass of testimony, nearly all of which was favorable to the establishment of a national employment system as proposed in the bills. Confident hopes and expectations of early passage of those bills, and persistence of the serious condition of unemployment throughout the summer of 1919, led the Director General to maintain the Employment Service during the first three months of the fiscal year. But when, owing to the congestion of legislation in Congress, it became apparent that those

[78] See report of Industrial Conference called by the President, title "Public Employment Clearing House," published in full in appendix.

bills would not receive early consideration, an order was issued directing the discontinuance of the field work of the service and the application of the unexpended balance of the funds at its command to the development and operation of a national system of labor clearance. Accordingly on October 10 the employment offices up to that time operated by the service were turned over to the several States and municipalities in which they had been maintained, or, where this was not possible, were abandoned.

Activities.—The record of this service during the fiscal year 1919–20 indicates a constant struggle to meet the serious conditions of unemployment resulting from the rapid demobilization of the military and naval forces and war workers of the country and the increasing demands of the reviving peace-time industries with inadequate and diminishing financial resources.

Owing to the failure of Congress to pass the deficiency bill prior to its adjournment on March 3, 1919, it had become necessary to curtail seriously the activities of the service during the four months March to June, when unemployment was at its height, and to make an appeal to the public to aid in carrying on the work during that critical period. The instant and generous response with which this appeal was met by State and municipal authorities as well as by numberless private citizens and welfare agencies and the aid extended by the War Department in cooperating in the organization of special employment bureaus for soldiers, sailors, and marines made it possible for the service to tide over the emergency without serious embarrassment.

The work of replacing returning service men in industrial life, which was mainly supported by chambers of commerce and similar commercial organizations, with help from the American Red Cross, the Knights of Columbus, and other welfare organizations, was continued for several months into the year under consideration—some of it to the end of the year 1919—but after June 30, upon the passage by Congress of the sundry civil bill, which carried an appropriation of $400,000 for the United States Employment Service for the ensuing year (instead of the $4,600,000 which had been asked for), most of the private contributions were discontinued, necessitating a further reduction in the activities of the service, and especially a curtailment of its field work. Fortunately this enforced reduction in the number of employment bureaus maintained by the service (from 500 to 62) was to a considerable degree compensated by the fact that the States and municipalities which had formerly maintained a public employment service now took over many of the offices which the United States Employment Service was compelled to abandon and operated them in cooperation with the Federal service. This provided for 242 additional offices, making a total of 304 coordinated employment bureaus operated together as a national public employ-

ment system. This state of affairs continued until October 10, 1919, when the congressional situation necessitated a further and more radical change in the policy of the service.

Cooperation with States.—The system of cooperation with States and municipalities which had meanwhile been established was maintained and developed. The official head of each State employment service, or, where a State service did not exist, the authorized representative of a local employment bureau became the Federal Director of the United States Employment Service at a nominal salary of a dollar a year; the employment offices successively turned over to the control of the State or local authority carried with them the furniture and equipment, together with the franking privilege and such blanks and forms as were deemed necessary to facilitate the transmission to the Washington office of uniform reports; and, finally, a sum of money was allotted to each of the States in which a cooperating employment service was maintained to provide for the additional clerical service which such cooperation entailed.

During the period from October 11, 1919, to June 30, 1920, 269 public employment offices have been in operation in 41 States and the District of Columbia. These were in 19 States wholly or for the most part supported by State appropriations, in five States by local (municipal) appropriations and in two by both State and municipal funds, while in a few communities the local employment bureau, though under State or municipal control, was still provided in whole or in part by chambers of commerce or other private agencies.

Weekly reports of the business transacted in each of these employment offices were regularly transmitted by the several Federal directors to the Washington office of the national service thus instituted, comprehending the number of persons registered for employment, the number of requisitions for help, the number referred to positions, and the number reported employed, adult males, women, and juniors being separately listed. These regular reports were supplemented by special reports of fluctuations in the local labor market, calling for the assistance of the Washington office in supplying from other sections of the country an urgent or otherwise important labor demand. These reports were studied and compiled at the office and were made the basis of statistical information as to the condition of the labor market throughout the country and of the developing clearance activities of the service.

Only a rough approximate estimate can be given of the cost of operating the service during the year. Many of the employment offices conducted by the service, especially in the period from July 1 to October 10, 1919, were supported by agencies from which no report of disbursements could be obtained. In many cases office premises were supplied, rent free, in municipal or private office

buildings and in many others one or more of the employees were contributed by municipalities, chambers of commerce, or other agencies. The direct cost of the service amounted to $91,333 per month for the first period (July 1–October 10) and to $14,000 per month for the second period (October 11–June 30), making a total expenditure of $400,000 for the year. It is safe to assume that the outside aid extended was more than the amount contributed by the Government.

The withdrawal of the Federal Government from all field activities has given a high degree of importance to the extent to which this branch of the service has been assumed by States and municipalities.

National clearing house for labor.—During the period of the war, when the issues of the struggle and the effectiveness of America's contribution to the allied cause depended on the quickest production of the most essential war material, the distribution throughout the country of its available labor resources was a matter of the first importance—a fact which was recognized in the establishment of a labor clearance division in the United States Employment Service. When, in the months succeeding the conclusion of the war, unemployment became general in nearly all sections of the country, the distribution of labor became for a time a local rather than a national problem. Each State, every community, was called upon to make provision for the employment of its own sons who had returned from war service. The Clearance Division was retained in operation, but its functions became subordinate to the field work of the service in bringing together the man seeking a job and the nearest available opportunity for employment. With the final elimination of the field work of the service and the assumption of that function by the several States and municipalities, the United States Employment Service has become in effect a national clearing house of labor.

This purpose was set forth in a letter of instructions (circular No. 1) issued by the Director General to the Federal directors and other representatives of the service in the several States under date of November 20, 1919. This circular requested the continuance of the weekly statistical reports indicating the employment activities of the several employment offices in the State, and in addition called for weekly clearance reports of the surplus of labor undisposed of and of workers wanted, and for reports of interstate shipments of applicants to supply demands. It was soon discovered, however, that the concentration of a national clearance system—with its ramifications to every industrial community in the Nation—in a single office at the National Capital involved needless congestion and delay. It was accordingly decided to decentralize the system and to throw the responsibility for local clearance on districts or zones composed of groups of States, constituting in each case as nearly as possible a

closely knit industrial area, leaving to the Washington office the function of clearing the surplus of labor or of employment opportunities between these areas. This plan was promulgated in a second letter of instructions (circular No. 2) issued under date of March 8, 1920.

The continental area of the United States, exclusive of Alaska, is divided into 13 zones, corresponding, with only a few alterations, to the Federal reserve bank districts. The 13 zones, with their headquarters and the States included in each, are as follows:

Federal Employment Service—Labor-clearance zones.

Zone headquarters.	States included.
1. Boston, Mass.	Massachusetts, Maine, Vermont, New Hampshire, Rhode Island.
2. New York, N. Y.	New York, Connecticut, New Jersey.
3. Harrisburg, Pa.	Pennsylvania, Delaware.
4. Columbus, Ohio.	Ohio, West Virginia.
5. Raleigh, N. C.	Maryland, Virginia, North Carolina, South Carolina.
6. Atlanta, Ga.	Georgia, Alabama, Mississippi, Louisiana, Florida.
7. Chicago, Ill.	Illinois, Indiana, Michigan, Wisconsin, Iowa.
8. St. Louis, Mo.	Kentucky, Missouri, Arkansas, Tennessee.
9. St. Paul, Minn.	Minnesota, North Dakota, South Dakota, Montana.
10. Kansas City, Kans.	Nebraska, Kansas, Oklahoma, Colorado, Wyoming.
11. San Antonio, Tex.	Texas, New Mexico.
12. San Francisco, Calif.	Arizona, Utah, Nevada, California.
13. Portland, Oreg.	Idaho, Oregon, Washington.

As soon as funds are made available for the purpose it is proposed to put a paid zone clearance officer in charge of each of these districts. At present, however, it has been possible to put paid officers in only three of the zones, namely, No. 6, centering at Atlanta, Ga.; No. 7, with headquarters at Chicago, Ill.; and No. 10, with headquarters at Kansas City, Kans. In the remaining 10 zones the Federal director or other unpaid representative of the service in the State where the headquarters of the zone is located acts as zone clearance officer in addition to his other functions as State representative. Respecting the designation of the three zones with active paid zone clearance officers, circular No. 2 states that "these assignments have been made with a view to the best adaptation of the available resources to the industrial and agricultural requirements of the various zones." These zones represent in a general way the agricultural region of the Southern States, the harvest region of the Middle West, and the industrial district centering at Chicago, Ill.

Under the cooperative agreements which the various States have entered into with the Federal service, the State officials, who are at the same time Federal directors in their respective States, are the sole channels of communication through which the State and municipal offices report. Thus all local placement officers within a State report direct to the Federal director for that State. The local offices report their surplus of registrations or requisitions for help to this official and these are matched against each other, thus providing a basis for

a system of clearance between the local offices. The problem now before the service is to establish a more effective system of State clearance. The importance of this need is referred to in circular No. 2, as follows:

> The national clearance system depends upon the existence in each State of a comprehensive and effective system of clearance within such State, and it is assumed that so far as possible each State will supply its immediate needs from its own resources of workers and of industrial opportunities.

To attain this end it is suggested that each State shall supplement the daily report of labor surplus and of labor wanted from each of its employment offices by securing in addition (*a*) weekly or more frequent reports from labor organizations of men seeking employment; (*b*) weekly or more frequent reports as to labor wanted from farm agents, local employers' organizations, etc., and (*c*) information as to men and women wanted derived from the advertising columns of newspapers and from systematic inquiries pursued from time to time among employers of labor.

It is assumed that the process of clearing labor within the State is a continuous one day by day, if not hour by hour. Any surplus of either opportunities or applicants remaining undisposed of at the close of the day is then to be reported to the zone clearance officer and, so far as it is not promptly disposed of by him within the zone, is to be reported to the national clearing house at Washington. The important but limited functions of the zone clearance officers are thus defined in the circular:

> It should be understood that the functions of zone clearance officers are merely executive and not supervisory in any sense. The Federal director is the sole representative of this service in his State so far as employment activities are concerned. The duties of zone clearance officers involve merely the coordination of the activities of the Federal directors for the various States within their zones and do not extend to soliciting opportunities for employment, recruiting workers, or placement work of any kind.

The matching of the "labor surplus" against the "labor wanted" takes place daily within each zone, while interzone or national clearance will be effected by the national clearing house at Washington on the basis of weekly or more frequent reports of "labor surplus" or "labor wanted." The zone clearance officers are also required to report weekly, or more frequently, the state of the labor market in all parts of their respective zones. While the zone clearance officer usually communicates only through the national office at Washington, he is permitted in case of emergency to communicate with the zone clearance officer of an adjoining zone with a view to effecting directly and without loss of time the adjustment of labor surplus and demand as between such two or more zones.

From the foregoing statement it is not difficult to draw the outlines of the national employment system which has arisen out of the coordi-

nated activities of the State and Federal Governments. The latter conducts no field work, operates no employment bureaus. All placement work, all intrastate clearance, all work of collecting information relating to employment and industrial conditions is carried on by the States or by municipalities responsible to and acting in behalf of the States in which they are situated. The States report to the Federal office on the employment activities of its several offices, on the industrial situation from week to week, on the labor surplus or deficit from day to day, and on their shipments of labor to other States. The Federal office receives and analyzes the stream of information which is thus poured in and directs it into channels of usefulness for the benefit of the States from which it was derived and of the Nation as a whole. By surveying the industrial problem of the Nation as a whole and by coordinating the employment activities of all the States, it is put in a position to equalize employment conditions throughout the country, and by that means to aid industry or relieve and perhaps avert any serious condition of unemployment. The wisdom and public spirit of the States and municipalities that have voluntarily entered into these cooperative relations with the Federal office, and thus with one another, can not be too highly commended.

Organization of the service.—The form of organization in force at the close of the last fiscal year[79] proved flexible enough to survive the emergency that attended the opening of the year under review and continued in force, though with a greatly reduced personnel, up to the reorganization of the service necessitated by the discontinuance of its field work on October 10, 1919. In the Division of Operations the section on soldiers and sailors' work, and in the Division of Organization the section in charge of community labor boards and State advisory boards were then discontinued and a special assistant to the Director General appointed to organize the system of labor clearance. There was also created a section on employment statistics in the Division of Operations, and in this division was also vested the supervision of the Federal directors in the several States and of the zone officers and field agents appointed to serve in connection with the clearance system.

Special activities.—The general activities outlined above were supplemented by a variety of special activities instituted to deal with particular emergencies or with special phases of the work of the service. The work of replacing the returning soldiers and sailors in industrial life was practically completed during the first period (July–September) of the year with which this report deals. The special work for the women as well as for junior workers, also the recruiting of labor for harvest work in the grain belt of the Middle West was continued throughout the year.

[79] Department Reports for 1919, pp. 906–908, 908–915.

Soldier and sailor placement.—The process of demobilization of the military forces of the nation was at its height at the beginning of the year, upward of 30,000 men being discharged from the service every week. Most of these were in need of help to find acceptable positions, and all the resources of the community were brought into play to render this help quickly and effectively. Reference has been made above to special efforts put forth by the Secretary of War to stimulate the interest of chambers of commerce and other local agencies in the larger industrial centers, which were congested with soldiers seeking employment, and to bring the energies so released into effective cooperation with the United States Employment Service. The immediate result of these efforts was the creation in New York, Boston, Chicago, and a few other large cities of large and well-manned reemployment bureaus for returning soldiers and sailors, which shared with the offices of the United States Employment Service and of those maintained by the several States and municipalities in rendering this important service. The large number of special bureaus of this character, upward of 2,500, which had during the preceding six months been established by the United States Employment Service in smaller communities throughout the country, were in general adequate to the task of taking care of the service men who returned to their homes in those communities. In all the cities and in many rural communities as well the great welfare agencies—such as the American Red Cross, the Y. M. C. A., the Knights of Columbus, the Salvation Army, the War Camp Community Service, the Jewish Welfare Board, and others—continued their effective cooperation with the United States Employment Service in this great undertaking throughout the period of demobilization.

There were doubtless many instances of individual hardship—of men for whom the opportunities they sought could not easily be found—but these were either cases where the experience of the war had created new ambitions which could not at once be realized, or representatives of certain professional groups—as lawyers, doctors, and engineers—who could not at once reestablish themselves in practice. With these comparatively rare exceptions little difficulty was found in securing appropriate work for all who applied.

It is impossible to determine how many of our returning soldiers, sailors, and marines found employment through these varied cooperating agencies. Few of the soldiers' bureaus and welfare organizations made regular reports. But it is a matter of record in the offices of the United States Employment Service that in the 10 months from December 1, 1918, to September 27, 1919, 758,474 discharged service men registered applications for employment, and that through the direct agency of the service employment was secured for 474,085 of this number.

Grain-belt harvest.—Although the activities of the Employment Service were materially curtailed and the Farm Service Division discontinued in the spring of 1919, the special work of recruiting and distributing harvest labor throughout the "big wheat belt" was continued under the immediate supervision of an assistant to the director general, assisted by a corps of experienced field agents, until the completion of the harvest in North Dakota in the fall, when the harvest organization was disbanded.

Following the 1919 harvest in Oklahoma and Kansas, which was virtually finished by the end of June so far as the placement of labor was concerned, the field agents proceeded northward into Nebraska and later into the Dakotas. Temporary distribution offices were opened at Fairbury, Nebr.; Aberdeen, Watertown, and Mitchell, S. Dak.; and Jamestown, Grand Forks, and Oakes, N. Dak. Where needed, the force of some of the permanent offices in this territory was augmented by details from the field staff.

Because of a comparatively light crop in the Dakotas and an unusually heavy drift of labor from Kansas and Nebraska which scattered through the fields, the offices in these States were not called upon for as much labor as was expected. The total directions during a period of about six weeks being 4,714. The placements by the Nebraska offices amounted to 5,110, and from the Sioux City (Iowa) branch, 764.

Early in the spring of this year the Employment Service having particularly in mind the harvest labor needs of the heavy grain-growing States of the Central West, established a zone clearance office at Kansas City, Kans. The zone officer working in close cooperation with State officials, county agents, officers of agricultural colleges, zone clearance officers, and public employment offices in other sections inaugurated a publicity campaign which aimed to bring in the thousands of men that surveys had shown would be needed to harvest a bumper crop. The farmers of the principal wheat-growing counties of Kansas decided to avoid certain mistakes of past seasons and in conference voted to offer a wage which would attract labor. The scale as fixed at 70 cents an hour, with board, was from 10 to 20 cents higher than a year ago. That the policy of a liberal wage coupled with the program as carried out was successful is attested by the fact that probably never before has the "big wheat belt" had such an ample supply of labor, and because sufficient men were on hand the farmers were really able to get their grain in at a less cost than last season when many were compelled to pay up to a dollar an hour, and even more in some instances, and stealing of labor from one another was of common occurrence.

Acting upon the earnest solicitation of the Panhandle Chamber of Commerce and the county agent at Amarillo, Tex., a temporary dis-

tributing office was opened in that city about the middle of June, and at the same time a general recruiting office was established at Fort Worth. That a real need for this special service existed can be readily shown when it is found that 2,816 men were directed to farm employment from the latter office within a period of four weeks.

As the States of Oklahoma and Kansas now maintain State employment offices in cooperation with the United States Employment Service, the activity of the zone officer was limited to maintenance of contact with outside agencies, issuance of bulletins giving cutting dates, wages, etc., the actual distribution being through the regularly established offices.

Reports received from Texas, Oklahoma, and Kansas offices show that 38,596 hands were directed during the cutting season. The grand total of placements throughout the "belt," including directions by the Kansas City (Mo.) office, being 53,072.

The plans of the service contemplate that upon the completion of this season's Kansas harvest the zone officer, with a small force of field agents, shall again proceed northward, placing the labor recruiting and distribution facilities of the Government at the disposal of the other States in the "big wheat belt."

Junior Division.—The Junior Division of the United States Employment service purposes to select the right kind of employment for boys and girls entering occupational life and to offer employers the best possible facilities for the selection of their junior employees. It was brought into being by the realization of the fact that (1) schools have a very vital part to play in selecting and training young people for their proper place in the economic world; (2) industry has serious need of a plan by which proper guidance industrially and particularly intelligent placement and follow-up of all young people may be effected; (3) schools must have a channel through which a tide of information is constantly flowing back to them regarding the organization requirements and changes in industry.

An analysis of the work already accomplished by the Junior Division indicates that this division offers employers the following service: (1) Access to available workers coming from our public high schools and elementary schools, such workers clearing through local central bureaus; (2) definite knowledge of the applicant's school and employment experience; (3) cooperation of both schools and employment bureaus in developing talent required for school and promotion; (4) reducing turnover and lessening of the social and economic losses involved, as well as checking the social unrest due to unemployment and constant changing of positions.

Professional work.—The termination of the war and the subsequent demobilization of the military and naval forces of the Government and of the army of war workers created a serious crisis of un-

employment in the professional classes. No part of our peace-time establishment was harder hit by the demands of the war upon the manhood and womanhood of the Nation. Apart from the lawyers, engineers, teachers, and members of other professional groups who responded like their fellow countrymen to the call to arms, many more were drawn into service by the expanding energies of the gigantic war machine which the Nation was called upon to create, by the great welfare agencies which developed to sustain this effort, and by the demands of the war industries for men and women of technical equipment. With the progress of demobilization these professional workers were returned to civil life in a world which had replaced them or which had made no preparation to utilize them. The revival of peace-time industry was slow in reaching the point where workers of this sort could be reabsorbed in the occupations for which they had been trained. These conditions were, perhaps, at their worst at the opening of the year under review, when the United States Employment Service was already operating with reduced resources and a diminished force of workers. Everything possible was done, however, to deal effectively with the situation. Private funds were solicited and obtained to carry on the work of the professional and special section of the service during the summer of 1919, and in New York and a few other cities it was by this means made possible to continue the work to the end of the calendar year. In the meantime the burden had been increasingly assumed by the employment bureaus of such of the States as were provided with sufficient funds to maintain an adequate service, and the office at Washington, in the exercise of its function of a national clearing house for labor, made special efforts to secure opportunities for employment of professional workers. The professional and special section of the service has, however, been discontinued, and the relations of the service with the Intercollegiate Bureau of Occupations terminated.

Women's employment work.—The women's work in the United States Employment Service, like the entire service, has had a constant struggle, owing to diminishing financial resources, to meet conditions resulting from the rapid demobilization of war workers, both industrial and clerical.

Attention is called to the report of the director general for the year 1919, page 41, which shows the development of the women's work. During the period from July 1, 1919, to October 10, 1919, in which the United States Employment Service was able, by cooperation with the State, municipal, and private organizations, to coordinate the activities of the community and continue many of its 400 women's divisions. After October 10, 1919, when the employment service, owing to lack of funds, was obliged to close all inde-

pendent placement offices, the aid and cooperation of many women's organizations made it possible to continue many women's divisions, not only up to October 10 but to June 30, 1920. Women's organizations all over the country have taken a keen and active interest. The wonderful cooperation and aid given by organizations and the extent to which municipalities and organizations have aided the State and Federal service to continue the work indicates the interest and the need of its continuance.

Each of the 33 States cooperating with the United States Employment Service has established women's departments, besides the general offices in small cities handling both men and women. In October, 1919, the assistant to the Federal director of Michigan was appointed Federal director for that State. This appointment was the first where a woman had been chosen as Federal director of a State. Women have been appointed as superintendents of a number of the local offices handling both men and women's work.

In April, 1920, when information was received at the administrative office of the release of emergency workers drawn to Washington from all parts of the country for war service the director general sent a letter to all Federal directors requesting them to cooperate with the divisional director of civilian relief of the Red Cross and all cooperating agencies throughout their States as well as the national clearing house in Washington to aid in placing these released war workers. Through this cooperation a large number were found employment in their home States.

The records of our statistical section show that of the 33 States and municipalities cooperating with the service, comprehending in all 266 offices throughout the country, the development of woman's work has been a feature. In the majority of offices special departments for the placement of women have been established, while in others plans for the work have been initiated. Further investigation shows that of the registrations 21 per cent are women, of the calls for help 21 per cent are women, of placements 22 per cent are women.

Every effort is being made by conference with the Federal director to stimulate the woman's work within the State, to establish a uniform standard of placement, to develop new opportunities for women, and to change the drift of women into industry to an effective direction of women into industry.

United States Housing Corporation.

As the construction work of the United States Housing Corporation ended with the signing of the armistice, the program for the fiscal year 1920 has dealt with an entirely different set of problems

from those confronting it during hostilities. The following policy thereupon adopted contemplated (*a*) disposition of the various properties at prices as high as would be consistent with sound public policy; (*b*) sale of the properties to prospective home owners rather than to speculators, wherever practicable, which would, of course, necessitate sale of most of its houses on a time-payment plan. The results of this policy are not yet complete, all the properties not having been sold. Nevertheless the wisdom of the program has been demonstrated.

Sales realization.—The corporation determined that inasmuch as practically all of its properties had been built not only at war prices but with a heavy price differential in addition, because of the necessity of constructing them at high speed, there should and could be no legitimate comparative basis between the cost of construction and the sales prices which it would ask of purchasers. It took reproduction costs into consideration not as the sole factor in fixing sales prices but as one of the elements to be considered. Had it followed rigidly the cost-to-reproduce basis in determining prices it would have contravened sound public policy in several respects. First, it would have fixed prices which many of its tenants were unable and unwilling to pay. Second, it would have delayed its sales campaigns indefinitely, and would have violated the express mandate of Congress which was that its properties should be disposed of as quickly as this could be advantageously done. Third, it would have played into the hands of speculative real-estate interests, many of which were able, even in a period of great credit stringency, to obtain funds to purchase the properties for speculative purposes. Therefore, the corporation arranged to sell its properties at a mark somewhat lower than reproduction costs. Its prices in all cases were fixed by boards of appraisers, which conducted valuations on normal real-estate principles. This work was done so effectively and satisfactorily that in but few instances were the appraisals called into question. In the working out of its sales programs conflicts between the interests of the corporation and local interests have been comparatively few, and the work has been conducted with a minimum of friction.

The projects in general were sold readily, the tenants recognizing the fact that the proposals set before them were generous. This was particularly the case in communities where the housing shortage was acute and where it was all but impossible to build new homes at prices within the economic limits of wage scales and ordinary business prudence. Only a small number of complaints of prices being too high were received. The majority realized, therefore, that the corporation did not aim to take advantage of the housing situation and to obtain prices which might have been exacted during the

stress of an emergency but which after readjustment would have operated unfairly upon its purchasers. Wherever community interests conflicted with its own pecuniary interests it accorded to the former all proper consideration consistent with a due regard for the Government's holdings. At the same time it was bound not only by good business principles but also by its obligations to the Government and by statutory requirements to sell all its properties at the highest prices compatible with the public good, even if such a policy retarded the liquidation and winding up of its affairs.

It should not be understood that the conduct of the corporation's sales campaign has been entirely free from difficulties. Insuperable obstacles in the way of organized opposition have prevented the disposition of its properties at two different projects with the same dispatch that has characterized its efforts in the majority of places. The corporation is making every effort, however, to overcome this opposition and accomplish the sale of these properties at the earliest practicable moment.

As of October 18, 1920, the sales realization from all projects that had been disposed of was $16,570,495.43 and the valuation of unsold properties was $4,321,630.28.

Sales methods.—The corporation pursued a single policy in the formulation of its sales methods, although this policy was sufficiently plastic and flexible to permit of its meeting local conditions in any manner which sound business procedure dictated. Sales campaigns were planned to be short and intensive, in which the tenantry of the corporation would be given the first opportunity to make the homes they were occupying their permanent possessions. Prices were determined by boards of appraisers operating under the direction of the real-estate division of the corporation. The personnel of these boards comprised a real-estate expert as chairman, an engineer, two representatives of the tenant-labor groups of which the tenantry was composed, and a builder or contractor. Following the appraisal a selling representative was appointed for each project. He employed a staff of salesmen, large or small, as conditions dictated. All contracts made with purchasers were submitted to the corporation for approval before execution. The corporation sold homes only to American citizens or to those who had taken out naturalization papers. The contract of sale was uniform with but few exceptions, and contemplated an initial payment of 10 per cent of the total value of the purchase and 1 per cent a month thereafter until final payment had been made. In a few projects, however, with a view of stimulating sales, it was necessary to reduce the monthly installment payments to eight-tenths of 1 per cent.

There have been comparatively few cancellations or forfeitures. Provision was made for the transfer or assignment of contracts from

one purchaser to another to enable buyers who were forced to move from one locality to another to dispose of their holdings. For the collection of monthly payments, inspection and care of the properties, attention to delinquents, handling of transfers, etc., a small number of field agents have been assigned to the various districts. The limited appropriation available to the corporation for the fiscal year 1921, however, has placed it under the necessity of utilizing local banks, without compensation, for this purpose at several points.

Character of sales.—Local conditions in a few communities made it advisable to dispose of certain of the corporation's holdings to real estate companies. In one place, for instance, the thinning out of the temporary population of war workers converted a housing shortage into a housing surplus in a few months, and it appeared the part of wisdom to dispose of portions of the project en bloc rather than to launch an expensive and protracted sales campaign on a sluggish market.

In Bridgeport, Conn., the scene of the largest single operation of the corporation, 889 families had been provided for in 247 buildings. Of these, 151 houses were sold to individuals, and the remainder of the project, consisting of apartments and houses, was sold to a local housing company. The Rock Island project, comprising developments at Rock Island, Moline, East Moline, and Davenport, aggregated 649 houses, which were sold to tenants or other individuals. The New London (Conn.) project, comprising 118 houses, was disposed of without undue delay. At Bremerton, Wash., 245 houses and one apartment were sold within a short period of time. Difficulty, however, was encountered at Vallejo, Calif., one of the navy-yard projects, due to a rumor which had gained currency to the effect that the Mare Island Navy Yard was to be abandoned. Nearly 50 per cent of the 237 houses at this point had been disposed of when this difficulty arose. It has, of course, materially retarded the progress of the sale of the others. In Washington, D. C., employees of the navy yard, for whom a project had just been initiated when the war came to a close, attempted to organize a syndicate on the cooperative basis for the purpose of buying the building lots owned by the corporation. The plan failed because of inability to make the requisite financial arrangements, and an effort is now being made to dispose of this unimproved land to individuals.

Summary.—The United States Housing Corporation built approximately 6,000 house and 64 dormitories. Through the utilization of existent accommodations and improved transportation facilities it provided housing for 100,000 more persons. By way of appropriations from Congress the corporation received $100,000,000. Of this amount it expects to return to the Treasury of the United States, after deducting all losses on account of excess war costs, of the

abandonment of contracts, of the return of building materials, and expenses of general administration, $66,911,065.71, as follows:

Real estate sales realization, as of Oct. 18, 1920	$16,570,495.43
Estimated realization from unsold real estate, Oct. 18, 1920	4,321,630.28
Transportation and utility loans, as of Oct. 1, 1920	6,934,898.82
Salvage property sales, as of Oct. 1, 1920	1,656,771.76
Transportation property owned	127,475.99
Interdepartmental credits	4,799,793.43
Cash returned to United States Treasury (act of July 11, 1919)	32,500,000.00
	66,911,065.71

In addition to this $66,911,065.71, which may be termed recoveries to be applied to its capital account, will be added rentals from its various properties and interest on its different loans, the computation of which can not properly be attempted at this time.

In conclusion, the corporation asks reiteration of the recommendation which was embodied in its report of last year—that some permanent provision be made by the Federal Government for the utilization of the materials and information which were acquired by it in the conduct of its work. Its records constitute what is probably the most comprehensive and valuable repository on the subject of housing that anywhere exists.

REPORTS OF THE BUREAUS.

Each bureau attached to the Department makes its own report. Though separately published, the bureau reports will in due course be bound with this report, as has heretobefore been done,[80] but an abstract of the report of each bureau is hereinbelow presented. The titles of the bureaus in the chronological order of their creation are: Bureau of Labor Statistics, Bureau of Immigration, Children's Bureau, Bureau of Naturalization, and Women's Bureau. The abstracts of their reports follow in the same order.

Bureau of Labor Statistics.

The Bureau of Labor Statistics, created nearly 30 years before the Department of Labor, was formally organized January 1, 1885, as the Bureau of Labor in the Department of the Interior and made an independent department in 1888 as a "Department of Labor," but without Cabinet representation. In 1903 it was renamed the "Bureau of Labor" and placed in the Department of Commerce and Labor. Upon the creation of the present Department of Labor, this bureau was transferred to it with its present title of Bureau of Labor Statistics. The fact-gathering bureau of the Department, its function is to gather, collate, and report statistics of labor, and generally to disseminate labor information.

The Monthly Labor Review.—The Monthly Labor Review, established in the Bureau of Labor Statistics by the Department under the name "Monthly Review," has completed its fifth year of publication, and is more fully each year fulfilling its purpose of an authoritative medium of news relating to labor. The broad range of subjects treated and the exact and current statistics published therein have made it much sought after by those desiring reliable news along labor lines. Many important short articles on labor subjects are published in the Review, and the results of investigations by the bureau appear in short reports on various phases of the subject under investigation as soon as the data are compiled. Up-to-date information on all phases of the subject of labor is printed, and the latest developments in the domestic and foreign labor situation receive attention. Reports of the various State labor bureaus and other agencies dealing with labor, and digests and reviews of important new legislation,

[80] See annual reports of the Department of Labor for 1913, 1914, 1915, 1916, 1917, 1918, and 1919.

court decisions, and administrative orders affecting labor are published promptly. Statistics of immigration and a summary of the conciliation work of the Department have been published during the year. Important trade agreements and the proceedings of prominent labor conferences and conventions, both here and abroad, are summarized. Monthly retail and wholesale prices of food, quarterly prices of dry goods, semiannual prices of coal, and annual prices of gas were published in the Monthly Labor Review during the year, and statistics of the volume of employment in selected industries appeared monthly. Minimum wage orders of the several State boards and commissions have been printed in full or in summary form soon after their issue. A directory of labor officials in the United States and Canada appeared in the December issue, and current notes of interest to labor and reviews of new books on labor subjects have also been printed.

The existing shortage of paper and the high cost of printing and labor having made it necessary to exercise economy in printing and distributing Government literature, the number of pages of the Review has been cut down, and commencing with the June, 1920, issue the type has been set solid, so that the same amount of information may be presented in fewer pages. In the same spirit of economy the Department decided, beginning with the July, 1920, issue, to put the Monthly Labor Review on a subscription basis to all except labor departments and bureaus, workmen's compensation commissions, and other offices connected with the administration of labor laws, and organizations exchanging publications with the Bureau of Labor Statistics.

Publications other than the Monthly Labor Review.—At the end of the fiscal year 1920 there had been issued in completed form, besides the 12 numbers of the Monthly Labor Review, 13 bulletins. The 25 publications issued contained 7,537 pages of printed matter, 44 illustrations, 59 charts, 4 outline maps, and 1 text chart.

Listed according to serial numbers, the bulletins issued during the fiscal year are as follows: 251, Preventable death in the cotton-manufacturing industry; 252, Wages and hours of labor in the slaughtering and meat-packing industry; 254, International labor legislation and the society of nations; 255, Joint industrial councils in Great Britain; 256, Accidents and accident prevention in machine building; 257, Labor legislation of 1918; 258, Decisions of courts and opinions affecting labor, 1918; 259, Union scale of wages and hours of labor, May 15, 1918; 260, Wages and hours of labor in the boot and shoe industry, 1907 to 1918; 261, Wages and hours of labor in woolen and worsted goods manufacturing, 1918; 262, Wages and hours of labor in cotton-goods manufacturing and finishing, 1918; 264, Proceedings of the.

fifth annual meeting of the International Association of Industrial Accident Boards and Commissions; 265, Industrial survey in selected industries in the United States, 1919.

In addition the bureau compiled and issued quantity and cost budgets (prices secured in August and September, 1919) necessary to maintain a family of five, and a single woman and a single man in the clerical service of the Government, in Washington, D. C., at a level of health and decency, and also a quantity budget necessary to maintain a worker's family of five in health and decency.

Much has been accomplished by the bureau in its efforts toward standardizing and harmonizing State legislation and administration. Through one of its agents it has aided some of the State compensation commissions in establishing statistical departments and others in reorganizing their statistical methods. A systematic correspondence with State labor bureaus has been maintained, and much research work done to furnish information along labor lines requested by Members of Congress and other persons interested.

Reports transmitted but not published.—In addition to the 25 publications issued (13 bulletins and 12 issues of the Monthly Labor Review) there were 12 bulletins in the course of preparation. The subjects of these 12 bulletins are as follows: Housing by employers in the United States; a study of family expenditures in the District of Columbia; anthrax as an occupational disease (a revision); historical survey of international action affecting labor; wholesale prices, 1890 to 1919; retail prices, 1913 to 1919; adult working-class education in Great Britain and the United States; workmen's compensation legislation of the United States and Canada, 1919; proceedings of the sixth annual meeting of the International Association of Industrial Accident Boards and Commissions; union scale of wages and hours of labor, May 15, 1919; comparison of workmen's compensation laws of the United States and Canada; standardization of industrial accident statistics.

Bureau of Immigration.

Origin and functions.—This is the second oldest of the permanent bureaus of the Department, having been organized in 1819 in the Treasury Department under the title of "Office of the Superintendent of Immigration."

From 1903 to 1913 its functions were administered under the direction of the Secretary of Commerce and Labor, and in the last-named year, in accordance with the provisions of the organic act creating this Department, it became a part thereof.

Under the direction of the Secretary of Labor this bureau is charged with the administration of the various acts regulating immigration and the admission of Chinese to the United States, and with

the examination and registration of alien seamen arriving from foreign ports. Constituting a part of the bureau organization is the Division of Information, created by the act of February 20, 1907, whose duty it is "to promote a beneficial distribution of aliens admitted into the United States among the several States and Territories desiring immigration," and to "gather from all available sources useful information regarding the resources, products, and physical characteristics of each State and Territory" for distribution among admitted aliens and others desiring same.

For purposes of administration, the country is divided into 23 districts under the direction of the respective commissioners of immigration supervising and other inspectors in charge, and inspection work is carried on at all the more important seaports as well as on the land boundaries, while offices are maintained at the principal inland cities to facilitate the conduct of investigations and deportation proceedings under the immigration and Chinese-exclusion laws. This widely distributed service has a force of 1,700 officers, and owing to material increases which have taken place in the work as a direct result of the resumption of immigration and commerce on a prewar scale, the bureau has recommended substantial additions to the personnel in order to meet these conditions.

Following is a summary of some of the regular and special duties performed by the bureau during the year ended June 30, 1920.

GENERAL IMMIGRATION.

Summary of arrivals and exclusions.—The following statement summarizes the totals of arrivals, exclusions, and admissions of aliens for the fiscal year ended June 30, 1920:

Arrivals of aliens July 1, 1919, to June 30, 1920	633,371
Detained for special inquiry	83,817
Admitted on primary inspection	549,554
Detained for special inquiry	83,817
Rejected by boards of special inquiry	13,727
Admitted by boards of special inquiry	70,090
Appeals	4,822
Petitions for bonding	12
Petitions for hospital treatment	59
Petitions for transit privilege	8
Cases before Secretary of Labor	4,901
Rejected by Secretary of Labor	2,969
Admitted by Secretary of Labor—	
On appeal without bond	958
On bonds	917
For hospital treatment	52
For transit privilege	5
Total	1,932

Aliens admitted		621,576
Aliens excluded		11,795
Total alien arrivals		633,371

Ratio of admissions to arrivals, 98.1 per cent.
Ratio of exclusions to arrivals, 1.9 per cent.

Alien arrivals and departures.—As compared with the previous year, the fiscal year just closed shows a material increase in immigration.

The following statement gives some of the more important items of statistical information, to be found in much greater detail in the report of the Commissioner General of Immigration:

Arrivals (admitted):		
Immigrant aliens		430,001
Nonimmigrant aliens		191,575
Total		621,576
Previous year:		
Immigrant aliens	141,132	
Nonimmigrant aliens	95,889	
		237,021
Increase or decrease:		
Immigrant increase	288,869	
Nonimmigrant increase	95,686	
Net increase		384,555
Departures:		
Emigrant aliens		288,315
Nonemigrant aliens		139,747
		428,062
Previous year:		
Emigrant aliens	123,522	
Nonemigrant aliens	92,709	
		216,231
Increase or decrease:		
Emigrant increase	164,793	
Nonemigrant increase	47,038	
Net increase		211,831
Increase in alien population, 1919 and 1920:		
Arrivals (1919)	237,021	
Departures (1919)	216,231	
Net increase (1919)		20,790
Arrivals (1920)	621,576	
Departures (1920)	428,062	
Net increase (1920)		193,514
Increase in population in 1920 more than in 1919		172,724

Increase in aliens admitted, 162.3 per cent.
Increase in net addition to population, 830.8 per cent.

Age of admitted immigrant aliens:	
Under 16 years	81,890
16 to 44 years	307,589
45 years and over	40,522
Total	430,001

Literacy of admitted immigrant aliens:	
Total 16 years or over	348,111
Unable to read or write	[a] 15,094
Literate (over 16 years of age)	333,017
Able to read but not write	847

Illiterate, 4.8 per cent.

Financial ability.—There were shown to inspection officers by immigrant aliens admitted sums of money aggregating $32,952,401, or an average of $53 per person. One hundred and forty-one thousand seven hundred and ninety-nine, or about 25 per cent, of those able to prove possession of money had less than $50 each, 265,102 claimed to have paid their own passage, 144,988 admitted that it had been paid by relatives, and 19,911 that it had been paid by persons other than relatives.

Ages and periods of residence of departing aliens.—During the year 288,315 emigrant aliens left the United States. Of these 51,082 had resided in the United States less than 5 years, 203,900 from 5 to 10 years, 22,395 from 10 to 15 years, 6,641 from 15 to 20 years, and 4,297 over 20 years. As to ages, 10,705 were under 16, 203,374 were from 16 to 44, and 74,236 were 45 years of age or over.

Exclusion of arriving aliens.—Of the 633,371 aliens who applied for admission 11,795, or about 1.9 per cent, were excluded, this being the smallest percentage of rejections since 1913, when 1.38 per cent were found inadmissible. The corresponding percentage for 1914 was 2.3, while for the succeeding years, 1915 to 1919, inclusive, it was 5.3 (1915), 4.9 (1916), 4.2 (1917), 3.3 (1918), and 3.5 (1919), respectively.

The number of aliens excluded in 1915 was 24,111; in 1916, 18,867; in 1917, 16,028; in 1918, 7,297; and in 1919, 8,626.

The following table shows the principal causes of rejection for the years 1910 to 1920, inclusive:

Cause of rejection.	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920
Idiots	16	12	10	18	14	6	5	9	4	1	9
Imbeciles	40	26	44	54	68	27	17	19	5	7	20
Feeble-minded persons	125	126	110	483	995	302	224	224	19	29	49
Insanity (including epileptics)	198	144	133	198	197	128	151	146	95	67	88
Constitutional psychopathic inferiority	.....	.....	.....	.....	.....	.....	.....	3	20	37	38
Likely to become a public charge (including paupers, vagrants, and beggars)	15,927	12,048	8,182	7,956	15,784	15,596	10,427	7,893	2,836	4,005	5,318
Afflicted with contagious diseases	3,033	2,735	1,674	2,467	3,143	1,613	1,050	1,383	401	331	491
Afflicted with tuberculosis	95	111	74	107	114	89	106	119	85	57	61
Physically or mentally defective	312	3,055	2,288	4,208	6,537	955	1,703	1,734	315	343	362
Chronic alcoholism	.....	.....	.....	.....	.....	.....	.....	10	24	10	8
Criminals	580	644	592	808	755	276	245	257	160	261	355
Prostitutes and other immoral aliens	316	253	263	367	380	291	439	510	161	86	111
Procurers of prostitutes	179	141	192	253	254	192	307	371	88	46	64
Contract laborers	1,786	1,336	1,333	1,624	2,793	2,722	2,080	1,116	474	774	1,164
Unable to read (over 16 years of age)	.....	.....	.....	.....	.....	.....	.....	391	1,598	1,456	1,689
Alien enemies	.....	.....	.....	.....	.....	.....	.....	.....	49	40	1

[a] Admissible under exemptions provided by section 3 of the immigration act.

Reasons for exclusion.—As in former years, aliens subject to exclusion for economic reasons (including persons likely to become a public charge, paupers, professional beggars, and vagrants) constituted the largest single class of those debarred, a total of 5,318 of such having been refused admission, or about 45 per cent of the total excluded, as compared with 4,005, or 46 per cent, in 1919. The enforcement of the illiteracy test has caused the exclusion of 1,639 aliens, as compared with 1,456 in 1919, 1,508 in 1918, and 391 in 1917; a total of 4,994 since the test became operative on May 5, 1917.

Expulsion of aliens.—During the year there have been deported from the United States on departmental warrants 2,762 aliens, as compared with 3,068 in 1919. The 2,762 expelled in the past year may be classified as follows with respect to causes for deportation:

In the country five years or less:	
Members of excluded classes at time of entry	1,649
Became public charges from causes existing prior to entry	441
Violation of Chinese-exclusion laws	11
In the country three years or less: Entered without inspection	66
Aliens whose deportation is compulsory without regard to their length of residence here:	
Sexually immoral	148
Anarchists	[a] 314
Criminals	155

Total deportations.—By taking the total of the 11,795 aliens debarred at ports of entry, the 2,762 shown in the preceding paragraph as expelled on departmental process, and 15 Chinese aliens whose deportation was ordered by United States commissioners or courts under the exclusion acts, it is seen that in all 14,572 aliens have been returned to country of origin during the fiscal year, as compared with 11,728 in 1918.

Immigration from insular United States.—Statistics of the movement of aliens from insular United States to continental United States were published for the first time in 1914, but the record is available only since 1908. During the entire period a total of 31,339 have come to the mainland from all the insular territory. Of these 20,315 came from Hawaii, 9,450 from Porto Rico, 1,154 from the Philippines, and 420 from the Virgin Islands. During the past year 2,201 such aliens have been admitted to the mainland, of whom 1,004 came from Hawaii, 891 from Porto Rico, 137 from the Philippines, and 169 from the Virgin Islands.

Induced and assisted immigration.—Indications are that the problem of induced and assisted immigration has already appeared as an element that is likely to grow with the increase of immigration dur-

[a] Includes 22 enumerated under the heading "Members of excluded classes at time of entry."

ing the coming fiscal year. Conditions in Europe are such as to lend themselves to an encouragement of immigration of this kind.

Contract labor.—Contract labor cases have commanded the attention of the Bureau of Immigration in an increasing proportion as compared with last year. Following is the statistical information on the subject:

Contract laborers to the number of 1,164 were excluded at ports of entry, and 78 were deported on departmental warrants, the corresponding figures for last year being 774 and 69, respectively. Civil and criminal proceedings in a number of instances were instituted against importers for violation of the contract-labor laws, one of the former and four of the latter being successful.

Administrative fines.—Administrative penalties were imposed upon transportation lines bringing passengers to seaports aggregating $154,210. The largest item under this heading results from the operation of the seamen's provisions of the immigration act, the total of this class of fines assessed being $74,820, the offenses consisting of failure to present crew lists on the arrival of vessels at American ports or to report changes in personnel of crews before the departure of the vessel. The bringing of aliens unable to pass the illiteracy test resulted in the imposition of fines amounting to $52,800, and similar penalties for bringing natives of the barred zone amounted to $1,600. Other causes for the imposition of fines were: Bringing diseased or defective passengers, $2,350; bringing diseased or defective seamen, $650; nonmanifesting or incomplete manifesting of alien passengers, $11,790; and permitting the escape from vessels of aliens excluded or under order of deportation, $10,200. In the preceding year the total amount of administrative fines assessed and collected was $58,055, and inasmuch as all cases wherein the imposition of such fines is a question must be handled by the Department and the bureau, the increasing volume of this work is a factor to be considered in estimating for the clerical and supervisory help required for the coming year. The largest number of these penalties was assessed at the port of New York, $89,000 having been collected there, including $41,800 for bringing illiterate aliens, and $37,560 on account of failure to furnish the information called for by the seamen's sections of the act of February 5, 1917.

Admission of agricultural laborers under departmental exceptions.—Temporary admission of certain laborers under suspension of the head-tax, illiteracy, and contract-labor provisions of the law has been allowed through a continuation in part of the orders issued during the war and the period of the armistice permitting the importation of laborers for war necessities. The operation of the amended rule has been confined in the past year to various branches

of agricultural work and to certain States, the representatives of which made the showing required by the departmental orders in force. During the fiscal year 21,289 Mexican laborers have been admitted, 9,752 going to Arizona, 7,952 to Texas, the remainder being distributed to Colorado, California, New Mexico, Wyoming, Kansas, Idaho, Utah, and Oklahoma. The total number of Mexican laborers entering under the various orders in force since 1917 amounts to 50,852. A very small number of such laborers have been admitted under these regulations from Canada, 3 under the jurisdiction of the Montreal office, and 86 at ports on the Montana border, making a total from Canada of 89. Under a clause of the orders mentioned relating to the State of Florida, 517 natives of the Bahamas entered at Miami, who at the date of this report, it is understood, are returning to their homes after having been employed in the truck gardens of eastern Florida. The aggregate of laborers admitted under such orders is 21,895.

ORIENTAL IMMIGRATION.

Chinese immigration.—A comparatively small number of Chinese entered in 1919. The returns for 1920, however, show an increase, the number admitted and debarred being 13,846 and 168, respectively. The total number of Chinese passing through the United States to foreign territory was 10,917, and the number of aliens of this race departing from the mainland was 13,637. The number of Chinese granted transit privilege in 1919 was 7,436 and in 1918, 28,838.

Japanese immigration.—As in the immigration of Chinese, that of Japanese has increased during the present year, 16,174 aliens of this race being admitted, 14,904 (immigrant and nonimmigrant) being the admissions for 1919. The figures as to debarments and deportations were 194 and 50, respectively, compared with 171 and 137 in 1919 and 201 and 52 in 1918. The total number departing (emigrant and nonemigrant) was 15,653, making the indicated increase in population 521. Of those admitted during the year 9,193 were males and 6,981 females.

Asiatic barred zone.—Under the law concerning the admission of certain classes of aliens from what is known as the barred zone, 27 of those applying were debarred and 22 found in the country in violation of the law were deported. India, which is among the countries included in the barred zone, furnished 180 of the total number of admissions of the East Indian or Hindu race.

Smuggling over borders.—Conditions concerning smuggling and attempts at illegal entry have remained in about the same situation as stated in the last report, though it is believed that the number so entering has been reduced. The district forces on the borders and coast lines and those connected with the special smuggling-prevention

service have energetically followed this work, but the number of officers so engaged has been small compared with that necessary for the thorough guarding of frontiers and coasts, and a follow-up system effectively organized continues to be a prime necessity in the detection and prosecution of smugglers and illegal entrants. Fifty-four prosecutions have been instituted against persons found engaged in smuggling aliens into the United States, of which number 48 were arrested, 26 were convicted, 7 were acquitted, 15 are awaiting trial, and 6 are fugitives from justice.

Seamen.—As stated in the last report, the immigration act of February 5, 1917, not only opened the way for a more adequate control of arriving alien seamen, but added an immense amount of work to the Immigration Service and constituted such a tax upon it as made the efficient enforcement of the immigration laws difficult on many occasions. The work performed last year, as well as in the previous year, indicates a necessity for adding a large number of officers and employees. It will not otherwise be possible to continue the work and meet the obligations of the immigration law in purely immigration matters. Figures for the present and the last fiscal year are presented to show not only the extensive labor that was involved, but the great benefits accomplished. In 1920, 22,738 vessels arriving from foreign posts were boarded, 933,081 seamen were examined, 288,710 seamen's cards were issued, and 4,775 alien seamen were certified by medical examiners for loathsome or dangerous contagious disease, of whom 3,958 were removed to hospital for treatment. In 1919 record was not kept of the entire number of vessels boarded, but seamen's examinations aggregated 810,097, while 261,551 identity cards were issued, and 4,053 seamen were certified for disease.

As in the case of the smuggling-prevention work, so in the case of seamen's work, there is urgent need, one that can not be postponed, not only to perform the work under the seamen's law but for the establishment of a follow-up system that will see to the enforcement of the law without interfering with the rights of seamen who land in pursuance of existing law. This necessity is made all the more imperative from the fact that without the organization of such a follow-up system to aid in the enforcement of the immigration laws at our ports and in the interior, undesirables, criminals, and dangerous elements of all kinds are liable to enter the country and, from information at hand, have so entered in the past.

The comparison made in the preceding paragraph regarding seamen's work during the past two years indicates the material increase that has taken place along this line, and with the complete restoration of maritime traffic between the United States and other countries, provision must necessarily be made to meet the continued additional work that will be imposed upon the Immigration Service.

Anarchist, communist, and kindred classes.—The activities for the last 12 months in this line of work have been greater than all previous efforts in this direction. A new difficulty has been encountered in the inability of the bureau to deport to Soviet Russia, as the United States has not accorded recognition to that country. After much effort, arrangements were made for the deportation of such as could be accommodated on the Army transport *Buford*, which was furnished through the cooperation of the Department of State and the Transportation Service of the United States Army. This party consisted of 199 members of the Union of Russian Workers and 43 other Russian aliens, including Emma Goldman and Alexander Berkman, making 242 against whom proceedings under the anarchist laws had been initiated. These, with 7 other Russian aliens under orders of deportation on other immigration charges, constituted the party of 249 which embarked upon the *Buford*, from New York December 21, 1919. They arrived at Hango, Finland, January 17, 1920, on which date they were transferred to the care of the American vice consul at that port, whence they were conveyed under escort furnished by the military authorities of Finland to the frontier of Soviet Russia, over which they passed on January 19. The party was in charge of F. W. Berkshire, supervising inspector in charge of the Immigration Service on the Mexican border. Appropriate steps were taken to provide for the comfort of the aliens thus returned, including the furnishing of proper clothing for those in need thereof, suitable food on the way, and a supply of five days' rations after arrival at their destination.

Meanwhile and soon thereafter about 5,000 warrants of arrest based on the act of October 16, 1918, had been issued by the Secretary of Labor. Service of approximately 3,000 such warrants was effected and hearings were held by officers of the Immigration Service at Boston, Mass.; Hartford, Conn.; Ellis Island, Buffalo, and Rochester, N. Y.; Philadelphia and Pittsburgh, Pa.; Cleveland, Youngstown, and Toledo, Ohio; Baltimore, Md.; Indianapolis, Ind.; Chicago, Ill.; Detroit, Mich.; Milwaukee, Wis.; Minneapolis, Minn.; and in smaller numbers at practically all of the remaining cities on the mainland at which immigration officers are stationed. The question arising whether membership in the Communist Party of America constituted a violation of section 1 of said act, the matter was submitted to the Secretary, who, after hearing arguments and due consideration, ruled on January 24, 1920, that such members came within the purview of said section. On the other hand, the Communist Labor Party was found by a ruling of the Secretary of May 5, 1920, after hearing and due consideration, not to be such an organization as to bring it within the scope of the act, for the reason that force or violence as a means of attaining its ends was not shown to be advocated

by its platform or program. Of the total number arrested, about 300 belonged to the latter party. The warrants of arrest in these cases were therefore canceled. As a result of the proceedings had as indicated, the Department has directed deportation of 556 aliens, a large majority of whom are Russians, while warrants of arrest in such proceedings have been canceled in 2,202 cases for lack of lawful incriminating proof. Since January 1 warrants of deportation have been issued by the Department against 37 aliens (in addition to those referred to as having been ordered deported in December last) under anarchistic or related charges, some of whose cases came over from the previous fiscal year.

At the date of this report there are outstanding warrants of deportation for 591 aliens, practically all to Soviet Russia. The bureau has made consistent and persistent but unsuccessful efforts extending over many months to bring about arrangements for the transportation to Soviet Russia of the aliens whose deportation thither has been directed by the Department. Negotiations are now in progress along several different lines looking to the solution of this difficulty, the existence of which is due to the disorganized political conditions in Soviet Russia and in the newly organized States lying between it and the western nations. The nonrecognition of Soviet Russia continues to be the primary obstacle to deportation there. Deportations to other countries have progressed, so that including the number deported to Soviet Russia on the steamship *Buford*, 314 have been removed from the country during the year, 33 of whom were of the communist class.

The detention of the large number of aliens taken into custody in December of last year, and January and succeeding months of this, unless released under adequate bonds, together with the vast amount of clerical and administrative work involved both in the bureau and in the field, placed an unusual and extensive burden of labor, as well as great responsibility, on an already overtaxed service.

Personnel and appropriations.—The outstanding facts made prominent throughout the year, of which those in authority in the Department and the Immigration Service were constantly reminded, were inadequacy of force and insufficiency of appropriations to properly officer the service and furnish the supplies necessary for the efficient enforcement and administration of the laws.

The activities of the Immigration Service during the fiscal year in its regular work may be summarized as follows: An increase in admissions of immigrant aliens from 141,132 in 1919 to 430,001 for this year, with departures placed at 288,315 of the same class (emigrant); the movement of nonimmigrant and nonemigrant aliens for this year was, inwardly, 191,575, and outwardly, 139,747, as compared with 95,889 and 123,522 for 1919. As already stated, the re-

quirements of the seamen's provisions of the immigration law of 1917 have materially increased not only the work but the responsibilities of the Immigration Service.

Inspections at seaports increased from 810,097 in 1919 to 933,081 in 1920. The total number of examinations aggregated 1,566,452, composed of 621,576 aliens admitted (430,001 immigrant and 191,575 nonimmigrant), 11,795 aliens debarred, and 933,081 alien seamen, exceeding by 391,504 the average of inspections of all classes of aliens for the 10 years preceding the World War, which was 1,174,948 and also 114,919 in excess of the total inspections of aliens in 1907, the banner year in immigration. This increase of work calls for increase of force and increase of funds.

After careful study and consideration the Bureau of Immigration estimates that $6,000,000 will be necessary in order to provide a reasonably adequate service for the coming year and states that unless an appropriation for the next fiscal year reaching or approximating that amount is secured, it will be impossible properly to enforce the immigration laws and meet all requirements of administration. This estimate is based upon conditions and necessities which are not overstated. Since our entry into the World War a great many repairs and improvements at the various immigration stations were postponed because of the appeal then made to desist from making such requests except in case of urgent requirements, with the result that at all stations repairs are now necessary not only to buildings but to machinery, ferry boats, etc. Additions and improvements have for like reasons been put off until the accumulation of such necessities is causing hardship in carrying on immigration duties. What was avoided then calls upon the Department for early action now; otherwise, not only will damage result to Government property but interference with the proper care of immigrants will follow.

In addition, the growing necessity for additional employees was for the same reason not pressed. A material increase is now unavoidable, and it is estimated that a personnel of 2,500 will be required. In connection with the increase in personnel there must be considered an increase in pay. The difficulty in securing and keeping good officers when other public services, as well as private industries, offer better pay for practically like qualifications, has been one of the drawbacks to efficient administration for some years past. During this year it has become accentuated to such an extent that it has taken many experienced officers from the service, and inability to induce qualified persons to accept employment by reason of the conditions described has at times brought some branches almost to the breaking point. Not only must provision be made for greater compensation but the service must also be made as inviting as that established in pri-

vate industry and promotions for meritorious application to duty provided for at proper intervals.

It is the view of the bureau that, taking immigrant inspectors as an illustration, it should be possible to divide this class of employees into three groups with annual salary as follows: First, commencing at $1,380 and extending to $1,740; second, from $1,740 to $2,120; and third, from $2,120 to $2,500. All inspectors reported as worthy of promotion for meritorious service should be advanced in the inspection grades. The clerical employees likewise should be divided into three grades with a maximum salary of $2,120, the first grade to reach $1,320; the second, $1,740; and the third, the maximum amount mentioned. Stenographers should be similarly treated as to the division of grades—the first up to $1,380, the second to $1,740, and the third (including secretaries of boards of inquiry) to $1,860. Proceeding on this line, watchmen, laborers, and other members of the subclerical group, according to the importance of the work performed, should be also graded. Possibly in this class two grades might be sufficient. In subclerical work the amount fixed by the minimum-wage bill, passed by the lower House of Congress during the last session, should be used as the minimum rate. The present immigration force consists of about 1,700 officers and employees. The 800 increase proposed is intended to supply aid in the various grades of the inspectorial, clerical, and subclerical work throughout the jurisdiction already called for by pressing requests on file and to provide the 8-hour day and 6-day week in all branches of the service. It is proposed, first, to utilize the balance to increase the force on the two borders, on the coast lines as well as ports, for the prevention of illegal entry of aliens; the apprehension and prosecution of those found illegally within the country, and in this connection to maintain a follow-up system to guard against violations of the laws and regulations in a general sense, and particularly by aliens who are permitted thereunder to enter for specified purposes; and, secondly, for the supply to the various ports and stations of a sufficient number of additional employees to meet the increased requirements in enforcing the provisions of the immigration laws concerning seamen, reference to which has already been made.

The $6,000,000 estimate is also intended to cover the amounts required for the repair of vessels, alteration and repair of buildings, contingent expenses, and other items that do not involve directly the enforcement or administration of the law, which, unless provided for in sufficient amount, will, as has been done during the last fiscal year, cause the utilization of funds absolutely required for immigration purposes. As many repairs and alterations of this character have been deferred, as hereinbefore indicated, this becomes a matter

of importance for the coming year, because of the extent to which it will be necessary to make such repairs and alterations. This estimate is also intended to meet the necessity of sending to the countries to which they have been ordered returned aliens subject to deportation, many of whom are now in public institutions at the expense of Federal, State, or local authorities, for which purpose a special appropriation was made by the last session of Congress. This work is proceeding in a satisfactory manner under capable management.

Among the items too numerous to specify, which this proposed estimate is intended to cover, is a provision for an increase in the per diem allowed in lieu of subsistence. The cost of subsistence and sleeping accommodations to officers on short trips in obedience to orders has been a financial burden. The fixing of a $6 rate would equalize this allowance with that given in other branches of the Government service. It is not anticipated that any objection will be made to the inclusion of the employees of the Bureau of Immigration in the classes entitled to the increased rate.

The above touches upon the necessities of the service in the field. There remains to consider the statutory organization at the seat of Government. As the districts composing the field service report to the Department through that organization, their work is supervised for presentation to the departmental officers who decide in appeal and warrant cases and review other proceedings under the immigration law.

Efficiency and ability of a high order are required to properly attend to the large amount of work committed to this force, which demands knowledge not only of immigration laws and regulations but also of constitutional, international, and municipal laws. To secure competent officers and to meet the increased work that has grown during the last year by leaps and bounds the bureau has proposed additions to the clerical sections as well as to those engaged in law duties. The proposal is to add two law examiners qualified as immigrant inspectors at $4,000 each, one at $3,500, one at $3,000, one at $2,500, and two at $2,000 each. As the work performed by these officers is professional in character, the compensation proposed is not exorbitant.

The Department need make no apology for its appeals for funds to administer its immigration functions; for, as the following table—furnished by the Bureau of Immigration and checked by the Disbursing Office of this Department—shows, administration of the immigration laws for the past 27 years has been no financial burden upon the Federal Treasury:

Comparative statement of receipts and expenditures of the Immigration Service for the fiscal years 1894 to 1920.

Fiscal year.	Head-tax rate.	Head-tax receipts.	Expended.[1]	Deficit.	Excess.
1894	$1.00	$225,328.26	$204,896.95		$20,431.31
1895	1.00	315,118.16	211,760.30		103,352.86
1896	1.00	451,503.68	290,424.65		161,079.03
1897	1.00	317,170.31	359,327.83	$42,157.52	
1898	1.00	326,644.47	275,809.32		50,835.15
1899	1.00	421,457.64	288,002.26		133,455.38
1900	1.00	576,688.50	765,491.44	188,802.94	
1901	1.00	619,463.60	389,637.05		229,826.55
1902	1.00	806,399.67	458,091.69		348,307.98
1903	1.00	1,416,515.14	776,314.66		640,200.48
1904	2.00	1,599,472.25	1,620,984.60	21,512.35	
1905	2.00	2,082,873.50	1,909,872.45		173,001.05
1906	2.00	2,290,901.56	1,873,745.47		417,156.09
1907	2.00	2,782,103.68	2,089,839.62		692,264.06
1908	4.00	3,442,330.57	2,526,866.91		915,463.66
1909	4.00	3,300,058.52	2,470,900.09		829,168.43
1910	4.00	4,227,295.43	2,524,012.93		1,703,272.50
1911	4.00	3,759,174.97	2,496,601.71		1,262,573.26
1912	4.00	3,457,010.91	2,668,763.49		788,247.42
1913	4.00	4,818,505.28	2,174,986.77		2,643,518.51
1914	4.00	5,092,894.00	2,670,922.53		2,421,971.47
1915	4.00	1,269,521.00	2,553,761.03	1,284,240.03	
1916	4.00	761,440.50	2,570,290.14	1,808,849.64	
1917	4.00	813,080.00	2,577,169.92	1,764,089.92	
1918	[2] 8.00	968,440.00	3,468,390.82	2,499,950.82	
1919	8.00	1,144,372.00	2,872,223.52	1,727,851.52	
1920	8.00	2,947,984.00	2,860,861.51		87,122.49
Total		50,233,742.60	[3]45,949,949.66	9,337,454.74	13,621,247.68
					9,337,454.74
Net excess of receipts over expenditures					4,283,792.94

[1] Does not include the sum of $6,455,047.16 expended for erection and repair of public buildings at immigration stations.
[2] Head tax was increased to $8 after May 5, 1917.
[3] Expenditures for salaries Bureau of Immigration at Washington not included, since figures are not available. These will not average over $60,000 a year, or an approximate total of $1,620,000 for the period 1894–1920.

WOMEN'S IMMIGRATION SECTION.

Origin.—On July 1, 1920, the Secretary assigned certain duties in the Bureau of Immigration to a special immigration inspector and designated the section the Women's Immigration Section. For many years there has been great need for women immigration inspectors at the various stations throughout the country. As far back as August, 1900, the then Commissioner General of Immigration recommended to the Secretary of the Treasury that a women's branch in the Bureau of Immigration be established.

Function.—The duties of the section include the preparation of a suitable examination, with the assistance of the Civil Service Commission, for the promotion of women within the service to the position of immigrant inspector, and the preparation of an additional examination for properly qualified women outside of the service. Other duties of the section are to prepare memoranda for the Department when required by the Secretary, Assistant Secretary, or Acting Secretary for immigration matters, in appeal and deportation cases involving women or children, and to prepare memoranda in other immigration cases when requested by the Commissioner General of

Immigration, Assistant Commissioner General, or the law clerk of the bureau.

Women inspectors.—Two women are serving as immigrant inspectors at Ellis Island (New York Harbor), two at Boston, and one at New Orleans.

IMMIGRATION STATIONS.

General statement.—"For a satisfactory administration of the immigration laws, the character and condition of immigrant stations at ports of entry are of prime importance. So far, therefore, as the Department of Labor is permitted by law and equipped for the purpose, it aims to make these stations as much like temporary homes as possible. While regulation and exclusion, and therefore detention, are necessary in respect of immigration, it should be understood by all who participate in administering these laws that they are not intended to be penalizing. It is with no unfriendliness to aliens that immigrants are detained and some of them excluded, but solely for the protection of our own people and our own institutions. Indifference, then, to the physical or mental comfort of these wards of ours from other lands should not be tolerated. Accordingly, every reasonable effort is made by the department, within the limits of the appropriations, to minimize all the necessary hardships of their detention and to abolish all that are not necessary."[88] This quotation from the first annual report of the Department of Labor expresses the policy of the Department regarding immigrant detention throughout the past seven years. So far as there may have been deviations, the policy and purposes of the Department have been overlooked or impossible of realization.

Children's Bureau.

The mandatory duties of the Children's Bureau, as set forth by Congress in the organic act, were to "investigate and report * * * upon all matters pertaining to the welfare of children and to child life among all classes of our people." The bureau was specifically charged "to investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents, and diseases of children, employment and legislation affecting children in the several States and Territories." The $25,640 appropriation for the first year's work could not be stretched very far over the field indicated. A beginning was made, however, and increased funds were given from time to time until in 1919 a total appropriation of $268,160 was received. The President, responding to the need for a more comprehensive program for child

[88] Department Reports of 1913, p. 39.

welfare—a necessity then already proved by European war experience—allotted from his special war fund the sum of $250,000, making the total money available for that fiscal year $518,160. As a result a vigorous nation-wide campaign was carried forward for the protection of children and child life, in which all the States in the Union but one and one of our remote Territories cooperated. For the fiscal year covered by this report Congress appropriated $280,040, and much of the work under way was curtailed.

To carry on the plans outlined in this report, including the studies in Porto Rico and the other island possessions, the bureau is asking for the fiscal year beginning July 1, 1921, a total appropriation of $654,260 or about $0.006 per capita.

During the year the bureau has received and has given due attention to a total of 72,453 letters. Sixteen new publications were issued during the period, and the entire number of publications distributed was 3,264,750. Of this number 2,347,931 were dodgers and the balance reports, bulletins, and leaflets.

The protection of maternity and infancy.—In the last three reports of the bureau considerable space was given to a discussion of the need for protection of maternity and infancy. More recent figures show even more clearly the imperative need of facing our responsibility in this matter. Maternal mortality from causes incident to childbearing increased from 16,000 in 1917 to 23,000 in 1918. While influenza is responsible for a large number of the deaths in 1918, we have no reason to believe that we have been making appreciable progress in reducing our maternal death rate. None of the principal countries of the world permitted so great a waste of mothers as the United States.

The comparison of infant death rates reveals a similar condition. With the exception of the war-torn countries of continental Europe, only Chile, Japan, and Spain show higher infant death rates than our own country.

The bureau has completed its first study of infant mortality in a great city. Its previous investigations in smaller cities and rural districts have indicated the causes and accompanying conditions of mortality, but the findings in Baltimore are based on so large a mass of data as to carry greater authority. From the findings in Baltimore certain facts stand forth to which we as a Nation can no longer close our eyes. Without qualification—regardless of color, race, or nationality—the infant death rate varies inversely with the father's income. When the father's income represented the ability to insure care and comfort ($1,850 a year or more) the infant death rate was one-fourth as high as when the father's earnings fell into the lowest wage group. The number of children born dead or who die from the circumstances of birth is almost as great as the total number who die

otherwise during the first difficult year of existence. To instruct mothers before childbirth and to insure proper care at that time would eliminate most of this toll of death.

Child-hygiene divisions.—Before the Children's Year Campaign, launched by this bureau, only eight States had established child-hygiene or child-welfare divisions. It is significant that now 35 States, by legislative enactment, have given this kind of protection to their children. All but 13 States have now fallen into line. One of the bureau's most important functions in the field of child health is the service it can render in an advisory capacity to these newly created divisions. The most common problems of the State divisions are those of organization, administration, and development of satisfactory State-wide programs. The close contact which prevails between the bureau and the older child-hygiene divisions puts it in a particularly favorable position to pass on to the new divisions the experience of those which have been longer in existence.

Child-Welfare Special.—Early in June, 1919, the bureau sent forth the Child-Welfare Special to carry the gospel of child hygiene to the remote rural districts of the country. There has been a general assumption that children born and brought up in the wholesome surroundings of the country were universally healthy, and the emphasis of the need of hygiene has previously been placed on the city child. Careful studies, however, have revealed the great prevalence of defects among rural children, mainly remediable if not preventable. The Special is a compact child-welfare station mounted on a motor truck and fully equipped for making physical examinations of children. It is manned by a doctor, nurse, clerk, and chauffeur. Tried out at first as an experiment the Special has so demonstrated its usefulness that in the estimate for the next fiscal year provision is made for two additional cars. The Special goes into a State only at the request of the State department of health and in general only to those communities which assure local cooperation. Under these conditions the car was first sent to Illinois and Indiana. Each examination made by the Child-Welfare Special represents a conference between the physician, the nurse, and the mother on the physical condition of the child, with specific advice on diet, hygiene, and any special defects which need correction. No prescriptions or treatments are given, but a written report of the child's condition is issued to the parents by the doctor, together with any recommendations she has to offer. Of these detailed examinations, 3,850 have been made since July 11, 1919.

Aid to mothers.—Most of the State (40) have now recognized the principle that children should not be taken from their mothers because of poverty alone. The rapid growth of the mothers' pensions

movement is indicative of the belief, generally held, that home life and a mother's care are of paramount importance. The amounts granted in general are inadequate. On the whole, unfortunately, proper consideration has not been given to the increased cost of living, and the full purpose of these laws is not being attained. Yet it is encouraging to note that in some cases budget studies have been made by mothers' pension fund officers so that allowances can be based upon actual living costs. Because of the great differences in the amount of the allowances, the classes of persons to whom given, the agencies granting aid, and the methods of supervision, it is most desirable that the bureau make a complete study and report of the administration of mothers' pensions laws. Repeated requests for this information have been made by agencies administering such laws in the different States.

The child and the courts.—The Children's Bureau has undertaken two studies of courts hearing children's cases. The first was by a questionnaire survey to secure general information of the extent and development of the juvenile-court movement. The second, now in progress, is an intensive study of 10 representative courts having special organization for children's work. From the data gathered in the questionnaire study it was estimated that 175,000 children were brought before courts in the United States in 1918. Of these approximately 50,000 came before courts not adapted to handling children's cases. Especially in small towns and rural districts children are still subjected to the same unsocialized court procedure which the juvenile court is designed to replace. Although every State but one had legislation providing for juvenile probation, less than half the courts hearing children's cases actually had probation service. The majority of the courts failed signally to secure adequate information regarding the child's home and family circumstances, his physical and mental condition, and personal tendencies. During the coming year the bureau plans to make a special study of the need of juvenile courts in rural districts.

Children born out of wedlock.—Each year in the United States at least 32,000 white children are born out of wedlock. This is proportionately fewer than in most foreign countries. The death rate of infants of illegitimate birth according to the studies made by the bureau, is three times as high as that of other children—an index to the handicaps under which they labor all their lives. The burden which the survivors unwittingly place upon the community is out of all proportion to their numbers. In most of the European countries the position of the child born out of wedlock was materially improved during the war. Conditions have not forced us to act, and we have lagged behind. The laws of many of our States are archaic; but, following a century-long period of indifference, legislatures are beginning to concern themselves with provision for the care and sup-

port of these children. Following the completion of special studies on the problem of illegitimacy, two regional conferences were held in Chicago and New York in February, 1920, under the auspices of the bureau for discussion of legal measures for the protection of these children. Representatives from 35 cities took part in the conferences, and resolutions were adopted voicing the consensus of opinion on the basic principles of such legislation. At the request of the Children's Bureau, the National Conference of Commissioners on Uniform State Laws has given consideration to the subject of the legal protection of children born out of wedlock and at its annual meeting in August, 1920, the conference adopted a resolution for the draft of an act or acts for the protection of illegitimate children.

Child-welfare legislation.—Child-welfare legislation, like all social legislation, has been built up piecemeal. It had first to do with exceptional children who were more clearly than others State charges because of dependency, delinquency, defect, or neglect. The guardian power of the State was shown again in the laws applying to education and regulating the possible exploitation of children as laborers in factories, workshops, and mines. All this legislation was uncoordinated and sometimes contradictory, the result of unrelated effort and achievement by different groups of workers attacking diverse evils. Even the relationship of school attendance and child-labor laws was frequently overlooked. The number of laws affecting children has made necessary a study of the whole rambling body of legislation enacted in their behalf. England blazoned the way through the consolidated factory acts, consolidated education acts, and the children's act of 1908. In this country the White House Conference of 1909 urged, among other things, the unification of our laws relating to dependent children. Finally in 1911 a commission was appointed in Ohio to codify and revise all legislation relating to children. This was the first Children's Code, the first recognition of underlying unity in the relation of the State to all children. In the nine years that have followed 18 other States have appointed similar commissions, and an active interest in the movement has been developed in a number of other States. There has been also a gradual broadening of the meaning of State guardianship until children's codes and commissions are being extended to include regulations for the promotion of the welfare of all children instead of being confined, as heretofore, chiefly to laws for the care of the dependent, the neglected, and the delinquent.

Standards of normal development and physical fitness for working children.—The following minimum standards for working children were adopted at the Washington and regional conferences on child welfare, conducted by this bureau in May and June, 1919:

A child shall not be allowed to go to work until he has had a physical examination by a public-school physician or other medical officer especially appointed for that purpose by the agency charged with the enforcement of the law and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed.

There shall be annual physical examination of all working children who are under 18 years of age.[84]

At the meeting of the section on child labor and education at which these standards were adopted a resolution was passed requesting the Children's Bureau to appoint a permanent committee to formulate definite standards of normal development and physical fitness, for the use of physicians in examining children applying for employment certificates. This committee was appointed in December, 1919, holding its first meeting on January 9 and 10, 1920. Minimum standards of physical fitness and health have been adopted tentatively by the committee and a record form and instructions drafted for the use of examining physicians. A statement of the committee's tentative recommendations has been sent for criticism and suggestion to State labor officials, local examining officers, and experts in industrial hygiene throughout the country.

Child welfare in a coal-mining community.—This inquiry was undertaken in order to study the effect of life in a mining community upon the welfare of children, and particularly the extent and conditions of child labor in and about the mines. A representative anthracite coal-mining area in Pennsylvania was chosen as the location of the inquiry. The mining of coal is the principal, and pracically the only important, industry of the community; the few smaller industries and business enterprises of the district are there either to supply the mining industry or the mine workers or to utilize the labor of the women and girls in the miners' families. The area has a relatively stable population; the majority of the families included in the study had lived in the district 10 years or more, and most of the fathers in these families who were working in the mines had been engaged in mining for at least 10 years. The community is largely urban, comprising one city, two smaller towns, and the surrounding mining patches. In the city over 25,000 persons are crowded into an area of approximately 1½ square miles. These figures are the more amazing in the light of the fact that only 12 per cent of the houses are as high as three stories. More persons per square mile are crowded into 2 stories here than in 4, 6, 10, or more stories in New York City, where the congestion is notorious. The natural results of such crowded living conditions are reflected in a high infant mortality rate. In 1918, according to statistics of the United States Bureau of the Census, the infant mortality rate in

[84] U. S. Children's Bureau—Minimum Standards for Child Welfare, Bureau publications. No. 62, p. 3.

the city was 165 deaths under 1 year of age per 1,000 births, as compared with only 101 in the birth-registration area as a whole. Lot congestion is found as well as room congestion, a study of typical residence districts revealing the fact that from 65 per cent to 85 per cent of the lot space is covered by buildings. Not only is there no yard space, but there are no open spaces furnished by the city for out-of-door recreation. While the complete report of the investigation is not yet ready for publication, certain figures of striking significance are available. Over half the children in the community between the ages of 13 and 16 years, inclusive, were at work, including two-thirds of the boys and one-third of the girls of these ages. Of the children who were working regularly one-third of the boys and over one-fourth of the girls started to work before they were 14. "Family need" was the reason most frequently given for leaving school and going to work, and the proportion of children who had left school for work was greater as the father's income was less. The number of wage earners in a family, including the number of child wage earners, decreased as the father's earnings increased. Over one-half of all the fathers, or heads of households, earned less than $1,250 a year. While the average best day's pay as reported was between $4 and $5, nearly three-fourths of the fathers who reported had had periods of unemployment during the year. The number of cases of unemployment due to industrial causes was found to have been greater than those due to all other causes combined. Accidents were an important factor in unemployment, almost one-fifth of all the fathers working in the mines having met with accidents at their work within the three and one-half years preceding the inquiry. In addition to these findings the completed report will contain an analysis of other conditions in the community affecting the health, education, and recreation of children. A similar study of conditions affecting child welfare in a bituminous coal district is at present under way.

Children engaged in industrial home work.—Children's participation in factory work in the home has for some time attracted the attention both of persons interested in problems of children in industry and of that section of the public which cares to make sure that its purchases have been produced in accordance with modern sanitary and industrial standards. In order to discover the extent and character of children's home work, the conditions under which the work is done, and its effect on family life, an investigation was made of the employment of children in industrial home work in three Rhode Island cities. This State is a center for the manufacture of cheap jewelry—an industry which lends itself readily to home work. It was found that a surprising number of children between 5

and 15 years of age—in all, nearly 5,000, or 8 per cent, of the children of this age group—had at some time during the year 1918 done factory work in their homes, either by hand or by machine. Nearly 100 different kinds of work were done by the children who were employed by many different factories. They carded snaps and shoe buttons; assembled various kinds of jewelry; strung beads; clipped, strung, and scalloped lace; pasted or stitched chenille dots on veils; finished underwear; and performed many other simple operations incidental to manufacture. Children—a number of them under 14—used machines in such work as cutting holes and pressing humps on snaps, and assembling collar buttons. In the majority of cases home work had been resorted to in families where the father's earnings were insufficient for the maintenance of the family. It had, however, contributed very little to the family purse, since the average earnings per family from that source in 1918 had been only $48. Moreover, the children's share in this small addition to the family resources was negligible, since over half the children were unable to earn as a maximum 5 cents per hour. Many of the children worked not only after school hours but also in the evenings; some worked exclusively at night. A small number of children who were regularly employed during the day in factories or stores also worked at home every night. Eyestrain was reported for many home-working children. The ill effects of home work on the child's work in school and its interference with school attendance were frequently testified to by teachers and other school officials. Danger to the health of the community has been recognized as an important reason for prohibiting home work. Among the diseases reported by families engaged in it were influenza (a large number of cases), pneumonia, mumps, typhoid fever, measles, whooping cough, bronchitis, tonsilitis, diphtheria, eczema, "coughs," tuberculosis, and syphilis, all of which had been declared communicable and dangerous to public health by the Rhode Island State Board of Health. Employers were interviewed in order to get their opinion as to the necessity for home work. Their reasons for utilizing home work were in general as follows: Shortage of labor, desire to lower the cost of production, the seasonal nature of the work, custom, and the desire to assist needy families. It is significant that three-fifths of the employers interviewed stated that should it be abolished readjustments in their business might easily be made. The system of home work results in making a factory of the home—a condition which operates against a normal environment for growing children. The child home worker is subject to hazards from which he is not safeguarded by law. The health of the community is endangered by the use of clothing and other articles made in homes in which infectious diseases are present. Effective administration of laws providing for

the inspection of places where home work is carried on has been found practically impossible.

Rural child labor.—Almost three-fourths of the working children of the United States aged 10 to 15 years, inclusive, and more than one-eighth of our total child population of these ages, are laboring in gainful occupations entirely unregulated by State or Federal child-labor laws. The great majority—numbering at the time of the last decennial census approximately a million and a half—are engaged in some form of farm labor. That the compulsory education laws—the sole legal protection afforded these children—are inadequate to insure them against the loss of education that results from premature and excessive work is shown by the fact that wherever rural child labor is greatest we find the highest percentage of illiteracy and the largest proportion of children not attending high school. No such specific information is available regarding the effect of unregulated farm labor upon the physical and social development of the child. Plans for a comprehensive inquiry into the economic, social, physical, and working conditions affecting the rural child laborer are at present under way. Two experimental field studies have already been commenced in representative child-employing agricultural areas, upon the results of which will be based more extensive inquiries to be undertaken during the coming year.

Children entering employment.—One of the greatest losses of time, energy, and enthusiasm is the waste on the part of children blindly endeavoring to discover for themselves suitable places in our complicated industrial system; and the years spent in blind-alley and overcrowded occupations is responsible for much of the unrest prevalent to-day. Our industrial centers have been the first to realize the situation—Boston, Chicago, Cincinnati, Minneapolies, and other cities have demonstrated the possibilities of vocational guidance. Some of this work has been the outgrowth of the school systems; some has developed through private organizations; among the most important has been the gradual entrance into the field of vocational guidance of certain of the public employment services. The need of vocational guidance in rural districts has been for the most part unrecognized, although a start in this direction has been made in one of the Middle Western States. In the interest of the children of the country it is imperative that a comprehensive study be made of the conditions under which young people enter industry—of the requirements made, and the opportunities offered in the various lines of industry, trade, and other employment. The effect of occupation upon the health and physical development of the growing child should also be studied, as well as the employment of children in hazardous occupations and the industrial accidents of children.

Child-welfare studies in Porto Rico and extra-continental United States.—Last year the Seventh Annual Report of the Chief of the

Children's Bureau called attention to the need of studies of child welfare in the island possessions, and referred especially to conditions shown in official reports from Porto Rico and the Virgin Islands. Attention is again called to the importance of these studies as a matter of national policy, and it is advised that the general welfare of children in all the extra-continental portions of the United States be made a subject of study by this bureau at the earliest practicable period, and that a special appropriation be allotted for this plan in its complete form.

Recently the matter has been brought sharply to the attention of the bureau by a letter from the commissioner of education of Porto Rico, Mr. P. G. Miller, which was sent with the approval of the Governor of Porto Rico and of the Bureau of Insular Affairs. The commissioner stresses the "necessity for investigating the general condition of children in Porto Rico" by the Children's Bureau. He states that "last year the total estimated number of children of school age—that is, between 5 and 18 years—was 441,465, and the total number of compulsory school age—that is, between 8 and 14 years—was 222,783. The total enrollment in all public schools was only 160,794. At the close of the fourth school month of the present school year the total enrollment was 176,689. * * *"

"The problems of childhood which should be investigated do not relate merely to education, but practically to all other sociological conditions—matters of hygiene, proper nourishment, proper housing, infant mortality, and the care of children in large families without sufficient means for subsistence. The need of a thorough investigation of this kind is great. Much can be done toward formulating a constructive program for the improvement of the conditions of childhood. Legislatures oftentimes do not take action because they do not know the facts. The Legislature of Porto Rico would doubtless be willing to enact remedial measures within the resources of the people of Porto Rico, if a properly formulated constructive program were presented."

The safety of the lives of babies has come to be recognized as a fair test of social well-being. Hence, the report of the commissioner of health for Porto Rico regarding infant deaths and those of young children is especially pertinent. In 1918–19, 7,603 died under 1 year of age; 3,666 between 1 and 2 years, and 4,245 between 2 and 5 years; or a total under 5 years of age of 15,514—about 39 per cent of all deaths. In addition, the commissioner reports 4,063 stillbirths. He charges the responsibilty for these deaths (*a*) to lack of applied knowledge of the hygiene of maternity and infancy, (*b*) to the scarcity and dearness of the milk and to the further fact that most of it is badly contaminated and dangerous, and (*c*) to the early weaning and improper feeding of Porto Rican babies of the poorer classes.

Last year's report also called attention to the need of studying child welfare in the Virgin Islands. The United States has now been for three years in possession of these islands, and a study that would sum up all the factors now affecting child life, whether favorable or unfavorable, should be made. This is due the helpless population of these lately purchased possessions, which now may claim the same rights for the children as are recognized in other parts of the United States.

Visit to certain countries of central Europe and suggestions based thereon.—In March, 1920, at the request of the President of the Czecho-Slovak Republic, the chief of the Children's Bureau went to Prague. The request had been made because Czechoslovakia has child-welfare problems created or greatly intensified by the war and requiring for their solution permanent governmental plans. A ministry of social welfare already exists and under it a children's bureau, and it was thought that a consideration of the experience of the United States might be of assistance to the new Republic. The Czecho-Slovaks will undoubtedly work out with strong practical wisdom the solution of their social problems, which are on the whole the problems common to all modern countries. At present every social problem is intensified by the conditions created by the war, and no problem is more urgent and immediate than that of child welfare. Thousands of fathers have been killed and many mothers have died of the typhus or other diseases due to the hardships of civilian life, so that an unknown number of the families who would be self-supporting in normal times are broken or destroyed and their children are actually homeless and helpless. Thrifty families have exhausted small savings and are unable to meet sickness or accident independently, while this new poverty renders parents and children less able to resist any further adversity. For six years children have undergone dwarfing of body and retarding of mental growth; an unknown number suffers from malnutrition and its consequences; an unknown number is tuberculous. Undoubtedly the loss of family life and the breakdown of the accustomed conventions and safeguards have increased the numbers of wayward or delinquent children and young persons. Although many have escaped injury, the depressing effect of the war upon growing children and youth is nation wide. Reports prepared by the ministry of social welfare in the spring of the present year stated that the death rate among babies was rising and that although the Czecho-Slovak Society for the Protection of Mothers and Infants was helping to care for over 150,000 of the babies under 2 years of age, there were still 127,000 who needed help; that of the 2,500,000 children between 2 and 14 nearly 700,000 were in need of relief—of which number 500,000 received food from the European Children's Fund, while 174,000 others were not reached.

The constitution authorizes ministries but leaves functions to be defined later by law. As it will be seen from the foregoing that extraordinary duties in regard to children must now devolve upon the Czecho-Slovak ministry of social welfare and its children's bureau, it was desired that suggestions should be submitted as to the character and scope of the necessary child-welfare legislation. Accordingly a memorandum was prepared in which an effort was made to adapt the best fruits of experience in the United States to the needs of another country.

The paragraphs especially referring to the ministry of social welfare follow:

1. The Government, through the ministry of social welfare, is responsible for the welfare of the children of the Republic. Through the children's bureau of the ministry it shall be empowered to make investigations and reports upon all matters pertaining to the welfare of children.

2. It shall maintain, through the children's bureau, a staff of qualified inspectors to report upon the conduct of all public and private institutions and associations having to do with children, including asylums and all institutions for children, whether normal, sick, defective, delinquent, or dependent, and including especially the care of children placed out or boarded out in families.

3. It shall license all new philanthropic associations or institutions for children. It shall first ascertain the need of the proposed activity, the responsibility, competency, and resources of the association or institution proposed, with the purpose of preventing unnecessary or ill-advised undertakings and expenditures. It may refuse a license for cause. It may withdraw a license for cause at any time.

4. It may allow subventions from the national treasure to associations and institutions caring for children, but only when the methods of the association or institution are approved, its usefulness recognized, and license issued.

5. No subventions for child welfare should be paid from the Government treasury save with the approval of the ministry of social welfare.

6. The ministry as a result of its studies and investigations may from time to time formulate by-laws as to standards of child welfare to be maintained by all agencies receiving subventions, and when such by-laws are approved by the President of the Republic they shall have the effect of law.

7. It is the duty of the ministry of social welfare, through the children's bureau, to inspect all institutions for children maintained by the Republic and to report annually to the President as to their efficiency and adequacy, with information as to their needs.

8. The inspectors and other authorized representatives of the ministry of social welfare shall have for the purposes set forth in this memorandum the right of entry into all institutions and the right to investigate the management of all associations and institutions receiving subventions.

9. The names and records of all children cared for outside of their own houses and maintained by public or private funds in other homes, or working for their keep without apprenticeship, shall be reported to the children's bureau. This list shall be confidential and shall be inspected only upon permission of the children's bureau. It shall be maintained to establish the identity and relationship of children so as to safeguard their rights.

10. With the approval of the President of the Republic and on recommendation of the ministry of social welfare, the children's bureau may be directed to

take over any needed activity for the social welfare of children which is not performed adequately or which is found to be necessary and is not performed.

11. The welfare of children requires the harmonious cooperation of various agencies. Experience shows that duplicating, confusion, and consequent waste of energy and money result from the failure to secure an orderly plan of cooperation.

It is therefore submitted that a program committee be created, to consist of designated representatives of the ministries of social welfare, education, health, industry, and justice. It shall be the duty of this committee to prepare from time to time, as the needs of various groups of children may require, plans to meet the requirements so far as the cooperation of the agencies represented by the respective ministries may be essential thereto, and the respective ministries shall upon approval of the plans cooperate in their execution.

12. No children over 2 years of age shall be retained in an almshouse or other institution for adults, but shall be placed in an institution only if necessary and, if practicable, in a family home. A by-law to this effect is desirable as soon as it can become practicable.

In Jugoslavia the Parliament is drafting a new constitution. Already, however, ministries of education, health, and social welfare have been established. Under the ministry of social welfare is a children's welfare bureau, and a governmental program of nation-wide application is being prepared. Here, as elsewhere, interest was shown in the methods adopted in the United States for the protection of children and in the development of public health nursing, whose effectiveness has been proved by American nurses with the various relief organizations. The desire and purpose was expressed in Jugoslavia and in other countries by Government officials and others to send young persons to the United States for special study of child-welfare methods or for graduate courses in public health and other subjects of practical value to the new democracies. A few students selected because of special qualifications are already in this country, in England, and in certain continental cities.

Bureau of Naturalization.

Naturalization.—Briefly summarized from the annual report of the work of the naturalization courts, it appears that during the fiscal year just ended there were filed 218,897 petitions for naturalzation. Of this number 51,972 were filed under special acts extending American citizenship to aliens in the military service of the United States by a speedy process without the usual requirements of a preliminary declaration of intention and an interval of at least 90 days between the filing of the petition and the hearing thereon. Certificates were issued to the entire number of petitioners of this class.

The remaining 166,925 petitions were filed by aliens in civil life, under the provisions of the general act of June 29, 1906. During

the same period 300,106 declarations of intention, known popularly as "first papers," were filed. There were, therefore, more than half a million aliens, or to be exact, 519,003, who took either the initial or the final step toward citizenship. While this is less by 63,718 than the figures reported a year ago, the decrease is confined to aliens in the military service and results from the demobilization of the Army. On the other hand, there has been an actual increase in the number of such papers filed by civilians. This increase amounts to 12,645 over the total of 454,386 reported last year.

The number of declarations of intention which amounted during the previous year to 346,827, was lowered during the past fiscal year to 300,106, or a net decrease of 46,721. The number of petitions, 166,925, filed under the general provisions of the law is in striking contrast with this decrease in the number of declarations of intention. This indicates an increase in the final steps toward acquisition of citizenship by aliens in civil life not only beyond the figures of a year ago but also beyond the number filed in any year since the Government assumed supervision of our naturalization laws through a Federal executive office.

Under that provision of the law which requires that a petition may not be acted upon within 90 days from the date of filing, the 49,817 petitions filed during the last quarter of the fiscal year, will go over into the next year. The actual number of such papers disposed of by the courts, therefore, is represented by the number filed in the last quarter of the next preceding year, 33,251, and those filed in the first three quarters of 1920, 117,108, or an aggregate of 150,359, to which should be added 43,087 continuances carried over from prior years, making a total of 193,446 petitions. The methods of disposal were either by dismissal, continuance of hearing to some later date, or an order of admission to citizenship and the consequent granting of a certificate of naturalization. The numbers disposed of in each of these cases were, respectively, 15,586 dismissals, 52,149 continuances, and 125,711 orders of admission. The last number also represents the number of naturalization certificates which were issued.. The continuance by court action of 52,149, added to those unacted upon because of immaturity, as above stated, 49,764 (totaling 101,913), represent the undisposed of petitions awaiting final action in the ensuing fiscal year. This accumulated and undisposed-of work during the year is considerably in excess of the average annual admissions to citizenship during the 13 years since the Naturalization Service was established. What this implies regarding need of additional facilities is obvious from the fact that, at the rate maintained during the year under consideration, there would be, besides that accumulated work, about 120,000 additional civilian petitions to be disposed of during the ensuing fiscal year.

Of the total denials, amounting to 15,586, very few were based upon personal unfitness; 13 were excluded under section 2169 of the Revised Statutes and 976 because of immoral character. The remainder of this number were refused citizenship at the time of hearing and their petitions dismissed because of their failure to comply with some requirement of the law; this is exclusive of 427 whose petitions were abated by death and 707 who were adjudged to be already citizens. The number rejected because of ignorance was only 1,231—a class that may be expected to gradually disappear under the active efforts of the Citizenship Training Division of the bureau.

Certificates of naturalization to the number of 132 were canceled by the courts during the year on the ground of having been fraudulently or illegally procured, and 130 motions for cancellation upon similar grounds were pending at the close of the year. As the result of proceedings under the penal provisions of the statute six offenders were given jail sentences, one was fined, and one was given both a fine and jail sentence.

Contrary to expectation, the work imposed upon the Naturalization Service in behalf of military petitioners has not terminated. Its continued necessity is shown by the fact that 51,972 such candidates were admitted to citizenship during the past year. Other features of that work and of other duties arising out of the late war required the attention of officers of the service, and probably will do so for some years to come. As an illustration, there have been received during the past year by the chief examiners of the various naturalization districts in the United States no fewer than 48,864 applications from soldiers who have been naturalized for transmission to them of their certificates held until their return to the United States. There has been a large increase in the correspondence between the Bureau of Naturalization and the office of The Adjutant General of the United States Army in regard to the evidence in the records of the bureau concerning aliens who are believed to have been slackers during the recent war. Numerous other though lesser obligations which the Naturalization Service has been called upon to bear as a result of the war will require its attention, although active hostilities have ceased for a period of nearly two years.

Financial.—The Naturalization Service was organized with a view to imposing the cost of administration upon the beneficiaries of the naturalization act. The receipts of one-half of the fees paid by those seeking citizenship (the other half being paid to the courts) have been more than sufficient to discharge all the outlay which it has been thought proper to allow that service to make. The accompanying figures, showing the receipts for the past year, as well as the corresponding figures for the next two preceding years, would be very much larger but for the fact that the Government has granted

to those admitted under the special acts for having served in and been honorably discharged from the military service of the United States immunity from the payment of fees such as are exacted from other aliens seeking citizenship. Due allowance should be made for this fact in considering the figures given below. The income of the service for the past year was $664,539.20, or over $67,000 more than the receipts from fees reported a year ago. The cost of administration for all purposes, including the work of the Citizenship Training Division, aggregated, $753,383.83. The deficit of approximately $89,000 is the second that has been reported since the organization of the bureau and is the result of two elements of the work not considered at the time that provision was made for the payment of fees with a view to making the service entirely self-supporting. These two items are the soldier naturalization work, for which no fees are charged, and the citizenship training work. Since the law became operative the aggregate of fees received up to the conclusion of the year under consideration is $5,313,307.64. The total expenditure for the service in the same period was $4,862,705.47, and the net excess revenue to the Government for the same period was $450,602.17.

Citizenship training.—The results accomplished during the past year through the cooperative efforts of the public schools and the citizenship training division of the bureau for instruction in the English language and the duties and responsibilities of citizenship have been far greater than were anticipated. The whole country has become aroused not only to the importance of but to the necessity for a sane, practical handling of the so-called Americanization problem. This feeling has found expression in many organized public-school citizenship classes as well as in individual public-school instruction given to prospective Americans in isolated regions.

Up to last fiscal year, 2,240 communities had assured the Federal Government of their desire to aid in the organization and maintenance of these citizenship classes. During the past fiscal year alone the citizenship training division has been assured by the representatives of the public-school systems of 3,043 communities, representing 855 different counties and including every State in the Union, the District of Columbia, and Alaska, of their support of this highly necessary work.

In the fiscal year 1919 figures were reported from 166 superintendents of schools showing a total of 840 classes, with 15,874 students enrolled. Partial figures are available for the fiscal year 1920, in which 1,295 communities have reported 4,241 classes, with an enrollment of 129,942, of whom 96,794 were men and 33,148 women. Of this total, over 26,000 were above the age of 30 years, indicating the desire of those of advanced years to take advantage of the opportunity for acquiring a preparation for their life work; 1,858 were

from 51 to 60 years of age; and 327 were over 60 years. These reports of statistics represent but 1,295 communities out of the 3,043 that were linked with the Federal Government in this cooperative work. Some of the large cities are not considered in these totals, because of failure to receive reports at the time of this compilation. The desired information can be assembled only very slowly, because of delay in the receipt of the figures. This delay is due to various causes, including removal of school officials to other points, depletion of school personnel during the summer session, incompleteness of records kept, and failure in some instances to maintain any records.

A new factor has helped solve the problems of securing the interest and attendance of candidates and their wives at school classes. The Boy Scouts of America have aided in this work of good citizenship by personally delivering the invitations, thus establishing friendship with their foreign-born "big brothers" and exemplifying practically the Scout principle of "Do a good turn daily." More than 44,000 invitations were handled by the Scouts in 337 communities.

The need of trained instructors of the foreign born has been keenly felt, and provision is rapidly being made for them through the establishment by the various State universities and colleges of courses in training teachers for Americanization work. The suggestions of the bureau that these classes be organized have met with hearty response, and, in answer to requests, suggested outlines for resident, correspondence, and summer courses have been prepared by the bureau and distributed. Outlines were also prepared for teachers' institutes.

A number of States have taken up the matter of cooperation with the bureau upon a State-wide basis along the lines of the formal agreement now existing between the bureau and the division of university extension of the Massachusetts Department of Education. Definite programs of cooperative action have been submitted to all of the States for consideration and are in process of adoption in a number of them. The States are appointing officers to give special attention to citizenship training, and these are offering their hearty support to the Federal Government.

Letters have been received from governors of many States expressing cordial approval of the work. State legislation is being extensively adopted which is providing adequate machinery for education, not only of the foreign born but also making full preparation for all adults. State funds are being appropriated for the expenses of the work, and it is becoming more and more evident that Federal appropriation of money is unnecessary. Local communities are awaking to the needs and to their responsibilities.

One of the outstanding features during the year has been the supply of adequate educational facilities to the foreign-born in isolated spots, including hamlets, agricultural districts, mining communities, logging and lumbering camps, and other remote sections. The carrying of the message of good citizenship to the rural regions has been effected upon a big scale. Entire county school organizations have pledged themselves to give instruction to every candidate for citizenship that the bureau refers to them and to bring others into such classes. Through a simple and direct plan the textbooks for the rural candidates and their wives, the materials for the instructor, and the cordial letters of invitation directed by the Government to these prospective citizens are handled promptly and expeditiously. Although this phase of citizenship education did not get under way until late in the school year, many counties have accepted the bureau's proposition and have paved the way for the acquisition of this necessary knowledge by the candidate.

Provision was made at the request of the Loyal Legion of Loggers and Lumbermen, covering the territory comprising Washington, Oregon, Idaho, and Montana, for the establishment of citizenship classes at the remote sites of camps and mills. There are about 500 locals of this organization, some of which contain as many as 800 members. The public school superintendents supervising the districts have either furnished the necessary teachers or have appointed qualified instructors who are either lumbering employers or employees and members of the 4L. A contact is being made also with the women's organization of the 4L, the Ladies' Loyal Legion, in order that the facilities so freely offered to the men may be as readily available for the women.

Candidates for citizenship and their wives, by the tens of thousands, have studiously pursued their courses and have received Federal certificates which evidence their interest in the school work and the satisfactory progress which they have made. In addition to 7,375 certificates of graduation awarded during the year to applicants for final citizenship papers, and their wives, 34,396 certificates of proficiency were earned by those having first citizenship papers only, and to their wives. The Nation generally is awakened to the desirability and importance of dignifying the elevation into citizenship of our foreign-born friends, and all over the land public ceremonies of a patriotic nature have been held, impressing both the native and the foreign born with the solemn nature of the occasion.

Statements from the school authorities during the past year show that in over 80 per cent of them plans have already been made for continuance of the work during the coming year. Indeed, many of them have resumed their classes during midsummer and some have not shut their school doors at all. These reports show that funds

set aside in various places for this work range from a very small amount in communities having few foreign born to many thousands in larger cities, and hundreds of thousands in States.

In the work accomplished during the year just closed, provision has been made not only for regular night and day school classes for adults and those in the factories but religious organizations have gladly placed their facilities at the service of the public-school authorities and have brought their study groups under public-school supervision. This is true also of classes organized by the Y. M. C. A. The enfranchisement of women has emphasized again the necessity for affording them opportunities for preparation to vote. This is particularly true of women born abroad. Home classes for women and mothers' classes meeting in kitchens of homes and in convenient neighborhood schools give an opportunity for learning English, cooking, sewing, and home making in the broadest meaning of the term. The goal for which these earnest, enthusiastic students are striving is not merely legal naturalization. The conferring of a certificate of citizenship does not end their education, but is the point from which their activities will be further broadened so that they will make up an even more intelligent electorate.

During the year 98,958 textbooks, together with supplemental lessons in loose-leaf form, were supplied to the public schools for candidates and their wives. As a supplement to the book there was prepared and distributed to these candidates a Federal Government chart which comprehensively outlines in graphic form the coordinate branches of the Government, with their smaller subdivisions, and forms a basis for intelligent and easily comprehended civic instruction. Another popular portion of the textbook, prepared during the year, consists of loose-leaf special vocabularies for various industries and trades, bringing to wage earners the opportunity of immediately acquiring an understanding of the terms used in their employment. On request 89,515 of these were sent to the public schools. The most popular ones covered carpentry, coal mining, logging and lumbering, agriculture, and safety terms.

Many of the classes have been organized at the places most convenient for the members, such as industrial plants where the workmen go in overalls to the classroom. A typical report received from Lynn, Mass., where excellent records were made by some of the members employed in a large plant, shows that one class, including three women members, maintained an average attendance for 20 sessions of 96 per cent. Two others, containing an enrollment of about 25 men each, meeting twice weekly in the late afternoon, showed an average attendance for the 20 lessons of the course of 95.2 and 96.3 per cent. In each of these classes the Student's Textbook was used and every

member of every class successfully passed a written and oral examination as to his fitness for citizenship. The examination was conducted by naturalization examiners, under the direction of the chief naturalization examiner.

As in the past, appeals have frequently been received from industrial concerns for aid in the naturalization of their foreign-born employees. In one case this involved more than 12,000 people in a single industry. Surveys have been made by thousands of industrial concerns of the citizenship status of their foreign-born employees and appropriate advice given and help rendered in filling out the naturalization papers by the welfare or Americanization or other department having this work in charge. The bureau has been in intimate touch with this situation, and in connection with the members of the field service made arrangements for facilitating the filing of these naturalization papers in the cases of many thousands of aliens and explaining the requirements of the law in individual instances.

Along the Mexican border and farther inland facilities are still being offered natives of Mexico, the work being prosecuted with varying degrees of success, depending upon the conditions surrounding the particular locality. As in previous years, the enthusiastic aid and cooperation of many commercial, religious, social, patriotic, civic, racial, and women's organizations were freely offered to the bureau and the public schools, with most satisfactory results.

Last year the Mexicans were eighteenth (about 0.85 per cent) in the list of student candidates for citizenship whose nationalities were given. This year the Mexicans stand seventh in rank, with a percentage of 4.62. The great differences shown in the relative rank in the number of the various nationality groups making up the student body for this year begin with Americans as second, whereas last year they were fourth. As before, the Italians are in the lead, with Poles third, Russians fourth, Slavs fifth, Hungarians sixth, Mexicans seventh, French eighth, Germans ninth, and Finns tenth.

One especially interesting feature of this work during the period under review has been the participation by the Division of Citizenship Training in the census. Twenty thousand letters were sent to public-school teachers throughout the country conducting citizenship classes, the organization of which is being promoted under authority of the act of 1918. Three hundred thousand circulars were distributed to the foreign born through the medium of the public schools, industries, racial groups, and other avenues, through all of which the taking of the census was made known to persons of foreign birth and steps taken to allay any suspicions as to the nature of the census. The questionnaire in the schedule was explained to hundreds of thousands through the medium of the circulars distributed; the public-school teachers of the citizenship classes devoted sufficient

time in their classes during the month of December preceding the census to inform their students of the work of the Census Bureau. The students were also called upon to explain it to their friends, and all were informed of the identification which the census taker could be called upon to furnish. This was done in order to prevent imposters from securing entrance to homes under the guise of census enumerators.

One notable feature in this citizenship upbuilding is to be found in the active participation of women. This participation is both by individuals and by women's organizations. The National League of Women Voters, which is the outgrowth of the National American Woman Suffrage Association, took an early and pronounced stand in support of the citizenship work of the Department. At its convention held in Chicago in February the committee of the league formally indorsed the work of the bureau and legislation pending in Congress for the expansion of this work. The General Federation of Women's Clubs, at its annual session in Des Moines, Iowa, in June, adopted an Americanization policy of a comprehensive character, and directly pledged its help in establishing citizenship classes in cooperation with the Bureau of Naturalization and to have impressive ceremonials of naturalization.

Women's Bureau.

The Women's Bureau was established as the Woman in Industry Service in July, 1918, to serve as a policy-forming and advisory body during the war emergency. Its special duty was to develop for the industries of the country policies and methods that would result in the most effective use of women's services in production for the war, while at the same time preventing their employment under injurious conditions. Its large and very necessary aim was to focus attention on the national importance of the conditions of women's work, as influencing industrial standards as affecting the welfare of the entire Nation. As the coming of peace showed no decrease in the need for a clear policy and for definite information about the conditions under which women should be employed in the industries of the country, the Woman in Industry Service was continued for the fiscal year 1920 through the appropriation by Congress of $40,000 "to enable the Secretary of Labor to continue the investigations touching women in industry." This means of continuation, however, did not provide a permanent future for the service. But on June 5, 1920, after hearings by a joint committee of the Senate and House, at which many people testified to the need and the demand for a permanent bureau in the Department of Labor to deal with questions relative to the employment of women, a bill was passed by Congress

establishing the Women's Bureau in the Department of Labor "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment," such bureau to "have authority to investigate and report to said Department of Labor upon all matters pertaining to the welfare of women in industry." With these purposes in view the work of the Women's Bureau during the past year has been threefold—first, to secure information not already available but needed to throw light on special problems urgently in need of consideration; second, to select and arrange other material already available but not in form to make its significance readily appreciated or to permit its full use; and, third, with the information thus gained to cooperate with other agencies in the recommendation and establishment of certain standards which had been shown to be necessary for the protection of women in industry and for their advancement. The Bureau of Labor Statistics has cooperated with the Women's Bureau in outlining and preparing the statistical material included in its reports.

Women in the Government service.—The report on this investigation showed, among other conditions, that 60 per cent of the examinations held by the Civil Service Commission during the period studied were closed to women and the prevailing entrance salary paid women was much lower than that for men in the same grade. Within two weeks after these discriminations against women were brought to the attention of the Civil Service Commission they issued a ruling which opened all examinations to men and women alike. The bureau report of this investigation was included in the final report to the Joint Congressional Commission on Reclassification of Salaries.

The new position of women in American industry.—This survey was based on data covering for the prewar period nearly 9,000 firms, for the war period nearly 15,000 firms, and for the postwar period over 1,300 firms. The significant facts drawn from this large field bear evidence that women were employed during the war in crafts from which they had been practically debarred before the war, and that they are being retained in most of these industries with an outlook for a larger use of woman labor in the skilled occupations for which trade training has been thus far denied women except as given by her employer in his shop. The Young Women's Christian Association, through its war work council, made this investigation, the Women's Bureau lacking the funds. The original report as submitted by the war work council was revised and condensed by the Women's Bureau.

Industrial training for women and girls.—Following the disclosures made by the foregoing study, an extensive survey was made of

the trade training courses offered women and girls in over 100 trade schools in 20 States with an analysis of the local industries for which training would most successfully fit women. This report recommends an immediate program opening all vocational classes to girls as well as boys, and encouraging girls to fit themselves for occupations in the various industries of their communities.

Effect of laws regulating their hours of work on the employment of women.—The legislation passed recently in New York State limiting the employment of women to 9 consecutive hours a day and 54 hours a week, and also forbidding their employment after 10 p. m. or before 6 a. m., resulted in the immediate dismissal of the women employed by the street railway companies of New York City and Brooklyn. Thereupon the bureau undertook an investigation of women in the same employments in other cities. In Chicago and Boston it was found that women were employed under conditions easily within local legal requirements or the requirements in New York. Another investigation was made of the effects of the 48-hour law for women recently passed in Massachusetts, comparing the conditions of employment and unemployment of women in two industries there with similar conditions in New Jersey, where the law still permits the employment of women 60 hours a week. The conclusions indicated that in spite of the restrictive measures the actual number of women employed had increased considerably in Massachusetts, but had decreased slightly during the same period in New Jersey. The proportion of women employed decreased in both States, in New Jersey 3.1 per cent but in Massachusetts only one-tenth of 1 per cent.

The responsibility of wage-earning women for the support of others.—It is generally admitted that the discrimination in wage rates against women, as compared with rates for men, serves as a serious handicap to women responsible for the support of others. What percentage of wage-earning women are the chief bread winners in their families has never been determined except in very limited investigations. In order to ascertain to what extent women are contributing to the support of others an intensive study was made of a limited number of families in Manchester, N. H. The total earnings of all the working members of these families was obtained from the employers' pay rolls for the year, and it is hoped that the report (now in preparation) by combining these data with the cost of living survey made by the Bureau of Labor Statistics covering the same period will show the justice of woman's demand for a wage rate based on the cost of living for dependents and not merely for the individual.

General industrial conditions for women in the States.—In all investigations made in the States the Women's Bureau has worked

in conjunction with, and many times, at the request of the State departments of labor. In Virginia, at the request of the governor, the Women's Bureau made a special survey of the hours and conditions of work for women in industry in that State, and a report upon conditions in 144 plants with specific recommendations for the improvement of hours and working conditions was made to the governor. A study of similar conditions was made in Atlanta, Ga., and another more extensive investigation is now in progress in Kansas in coooperation with the State industrial commission.

In addition to these field investigations the Women's Bureau has had many requests for information on matters relating to the industrial problems of women. Special bulletins, maps, and charts were issued for the International Labor Conference on the legal regulations of employment for women in the States. The Women's Bureau was even more intimately in touch with the First International Congress of Working Women and the influence of the director of the bureau was felt in formulating the international program for the improvement of all conditions throughout industry. To meet the demands from State departments of labor, women's clubs, universities, chambers of commerce, and other private organizations for educational information upon working conditions for women the bureau has circulated pictorial exhibits showing poor and ideal conditions, and photographs illustrating different phases of women's work have been furnished magazines and newspapers. Members of the staff of the Women's Bureau have participated in many conferences at which working standards were discussed.

OFFICIAL LABOR CONFERENCES.

International Labor Conference.[1]

In world-wide interest and historical significance, the most important phase of the work of this Department since its last report, relates to the first meeting of the general conference of representatives of the members of the League of Nations for labor adjustments held pursuant to those provisions of the treaty of peace with Germany which are comprised in Part XIII. This meeting convened at Washington October 29, 1919.

Part XIII of the treaty of peace with Germany, which includes all the articles thereof between article 386 and article 428, establishes a permanent international organization of labor on the basis of social justice. Its method is the promotion of what it characterizes as an urgently required improvement of those existing conditions of labor which involve such injustice, hardship, and privation to large numbers of people as to produce an unrest so great that the peace and harmony of the world are imperiled. Specific suggestions by the treaty for this improvement include recognition of the principle of freedom and association; regulation of working time and labor supply; prevention of unemployment; provisions for an adequate living wage; protection of workers against sickness, disease, and injury arising out of employment; protection of children, young persons, and women; provision for old age and injury; protection of workers when employed in countries other than their own; and organization of vocational and technical education.

The permanent International Labor Organization, so established by the treaty, consists of an International Labor Office and a general conference of representatives of members of the League of Nations. The International Labor Office is controlled by a governing body, 12 of whom represent Governments, 6 represent employers, and 6 represent employees. The Government members of the governing body are nominated by Belgium, France, Great Britain, Italy, Japan, Germany, Switzerland, Spain, Argentina, Canada, Poland, and, pending the appointment of the United States representative, Denmark. The members representing employers and employees are nominated by the employers' and employees' respective groups of the International Labor Conference.

The general conference, which is held once a year and oftener if necessary, is composed of four representatives of each of the member

[1] Reports of the Department of Labor for 1919, pp. 12–18.

States. Two of these representatives are Government delegates and the other two respectively represent employers and workers and are chosen by each Government in agreement with industrial organizations, representatives of employers and of working people, as the case may be, in their respective countries.

The Director of the International Labor Office, who chooses his own staff, is appointed by the governing body. The office itself is divided into two divisions: (1) The Diplomatic Division, which deals with the administrative work laid upon the office by the various provisions of Part XIII of the treaty; and (2) the Scientific Division.

The Diplomatic Division is responsible for the preparation, organization, and secretarial arrangements for the meetings of the International Labor Conference; the work in connection with the ratification of convention and action taken on recommendations by the legislative bodies of the various member States; the secretarial work of the governing body; and the official communications of the secretariat of the League of Nations.

The Scientific Division, which is under the direction of Dr. Royal Meeker, formerly United States Commissioner of Labor Statistics, deals especially with the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labor.

In addition to these two divisions, there are a number of technical services in charge of recognized experts. These are: Emigration and unemployment, agricultural questions, maritime questions, Russian and Bolshevik questions, social insurance, cooperation, and industrial hygiene.

There is also a special technical service which has been constituted to make a scientific and exhaustive inquiry into production throughout the world.

The first meeting of the general conference is provided for by Chapter IV and its annex in Part XIII of the treaty. This chapter, entitled "Transitory provisions," is devoted, together with its annex, to the first meeting of the general conference. Therein the treaty required the first meeting of the conference to take place in the month of October, 1919, at Washington. It is also required that arrangements for the convening and the organization of such first meeting should be made by the Government of the United States, and to this end our Government was therein and thereby requested to convene the same.

Subsequently, by joint resolution, Congress adopted the following authorization, which was approved August 15, 1919:

That the President of the United States be, and he hereby is, authorized to convene and to make arrangements for the organization of a general interna-

tional labor conference to be held in Washington, D. C.: *Provided, however,* That nothing herein shall be held to authorize the President to appoint any delegate to represent the United States of America at such conference or to authorize the United States of America to participate therein unless and until the Senate shall have ratified the provisions of the proposed treaty of peace with Germany with reference to a general international labor conference.

By authority of the aforesaid resolution the Department of State sent an invitation through the American embassies and missions abroad to the countries named in the annex to the League of Nations covenant. The invitation was in the following terms:

The President of the United States, in accordance with the provisions of Part XIII of the treaty of peace between the allied and associated powers and Germany signed at Versailles on June 28, 1919, and under authority vested in him by Congress, hereby convenes the first meeting of the annual labor conference therein described to assemble in Washington at noon on the 29th day of October, 1919.

The Government of the United States extends to each nation which is or which prior to the said meeting shall become a member of the international labor organization as defined in article 387 an invitation to send its delegates and other representatives to Washington for the purpose of attending such conference.

Meanwhile, by oral direction of the President, the Department of Labor had undertaken informally the administrative details of the work to be done by the United States in making arrangements for the convening and the organization of the first meeting of the general conference described above. By order thereupon made by the Secretary of Labor of date July 24, 1919, Nathan A. Smyth (alternate to Samuel Gompers on the international organizing committee for the International Labor Conference) was appointed Assistant to the Secretary of Labor to act for the Department of Labor in working out the details hereunder outlined; and by subsequent order of the Secretary, Ernest Greenwood was appointed to represent Mr. Smyth and act as executive officer of the conference. The details to be worked out were as follows:

1. Preparation, in connection with the State Department, in readiness for transmission so soon as the President may deem it possible, of—
   (*a*) The call convening the conference.
   (*b*) The invitation to the international organizing committee to meet in this country.
2. Consideration and preparation of such legislation, if any, as may be necessary—
   (*a*) To authorize the President to invite the labor conference to meet in this country.
   (*b*) To authorize the President to invite the international organizing committee to meet in this country.
   (*c*) To provide funds.
   (*d*) To authorize the President to appoint delegates.
3. Preparation of a plan of organization to be put into effect as soon as action is authorized covering—

(*a*) The organization of necessary committees on arrangements, reception, etc.

(*b*) The securing of space in buildings, translators, stenographers, printing, etc.

4. Suggesting to departments and bureaus of the Government concerned and to such organizations as the American Federation of Labor, manufacturers' associations, etc., the compilation of data concerning the agenda for the next meeting, for the use of our delegates when appointed.

5. Such other details as may be found necessary.

All preliminary details having been attended to in anticipation of the first meeting of the general conference, the Secretary of Labor, under date of October 11, 1919, made the following announcement through the Secretary of State:

In view of the uncertainty as to just when the peace treaty will become effective and as to how many nations, if any, will be members of the League of Nations by October 29, the date set for the convening of the International Labor Conference, I beg to announce that the following policy has been determined upon:

1. The Secretary of Labor, in accordance with the call issued by the President, will open the conference at the time specified in the call and receive the credentials of the delegates if any are there presented.

2. If, at the date of the opening of the conference, the treaty has become effective through ratification by the requisite number of powers and a League of Nations is in existence and properly authorized representatives of any members of such league are present at the time of the opening of the conference, the Secretary of Labor will proceed to call such conference to order and to organize it. It will be within the province and power of the duly qualified representatives then and there present to take such adjournment, if any, as they may deem wise, in order that, before proceeding with the agenda, a more complete membership of the league may be secured.

3. If the treaty has not become effective by October 29, or if it has no qualified representatives of members present, the Government of the United States will adjourn further steps in the organization of the conference until a date when it may be expected that sufficient duly qualified representatives of members can be present so that the organization of the conference may be perfected.

The foregoing policy is based upon the following considerations:

There is no provision in the treaty under the authority of which any Government, or any body of representatives of any Government, can postpone the conference or authorize its convocation other than in the month of October. If the conference is not convened in October it can not be convened at all without an amendment to the treaty.

Under the treaty, the conference has complete power to determine its own mode of procedure. If, therefore, there are any duly qualified members of the conference present when it is convened they have unquestionable authority to provide for such adjournment as they may deem advisable. Under ordinary parliamentary procedure less than a quorum may adjourn a meeting from time to time until a quorum is present.

Under the treaty the Government of the United States is given authority not only to make arrangements for convening but also for the organization of the conference. The conference has been duly called for a date within the month of October. The power to organize the conference impliedly and necessarily carries with it the power to hold the conference open until such later

date as may be possible to fully organize it. While the power to convene ends with the convocation of the conference, which must under the treaty take place in October, the power to organize is a continuing power which is not specifically limited in the treaty and, necessarily, must last on until such time as the conference is sufficiently organized with qualified members to be able to take over the direction of its own procedure.

The general conference convened in its first meeting on Wednesday, October 29, 1919, in the conference room of the Pan American Union at Washington. There were representatives present from 42 nations. In behalf of the United States the Secretary of Labor formally opened the first meeting of the general conference with the following address:

Ladies and gentlemen, members of the International Labor Conference, on behalf of the Government—that is to say, the people—of the United States of America, and in the name of the President, I bid you welcome to our country and to this great conference. Our latchstrings are out, our homes are your homes, our hearthstones are your hearthstones; we want you to feel that you are not strangers at the gate but part of us.

The questions with which this organization as a continuing body will have to deal constitute the great unsolved but not unsolvable problem of spiritual and material development. From the days when Moses, as the spokesman, the agent, the walking delegate of the brickmakers of Israel, until the present time the relationship that should exist between employers and employees, the best means of securing the acme of production while safeguarding those who toil, and the equitable distribution of that which has been produced, have been ever-present questions. Upon the proper solution of these questions depends the future progress of the world.

Nor is it to be expected that they can be solved by the struggles and clash of contending interests, though these may help bring into the light the different factors that have to be taken into consideration. No one can expect that we can build overnight the machinery that will move us from the chaos of to-day to the universal justice, harmony, and happiness contained in our ideals.

We must proceed by the slow process of experiment, of building one block upon another, of discarding that which is found to be bad and retaining that which is good; and our experiments should be so adapted that no explosions will take place which will destroy the basis of the structure of modern civilization, the democratic institutions that exist in numerous nations of the world; for, after all,

"Of what avail the plow and sail,
Or land, or life,
If freedom fail?"

To you is intrusted the scientific analysis of the labor question. On the accuracy with which you consider all the elements will depend the value of the result. It is not sufficient to consider only material things. The great human struggle of the race has achieved a condition of society where the individual can find the fullest measure of the expression of his spiritual nature and the highest standard of material comfort that the energy and intelligence can produce, commensurate with the well-being of the man. And in all of this the prime factor is the man himself. Any conclusion that this conference may arrive at that does not give full consideration to the fact that the workers of the world are living, moving, sentient human beings, with all the hopes and

aspirations that God implanted in the human breast, will fail of the purpose for which this body has been created.

This institution represents the first concerted effort on the part of the nations of the earth to deal with the problems of labor in a comprehensive manner. We are all glad that the hostilities of the world conflict have ceased. We are glad that the treaty of peace has been signed and is about to be ratified. We are endeavoring to find means by which future wars may be eliminated or reduced to a minimum. War is waste. As Sherman said, "War is hell." If it is worth while to put forth our greatest efforts to promote peace amongst the nations of the earth, it is well worth while also to promote industrial peace—to work out our problems by the process of reasoning rather than by the arbitrament of the sword. To the accomplishment of that great task you have been called.

In the treaty of peace two distinct functions have been intrusted to the United States: First, that of convening this conference; and, second, that of organizing it. The treaty specified that it must be convened in October, and the first function intrusted to us is an accomplished fact.

The second function, that of organizing the conference, is a continuing process until the organization has been completed. The completion of the organization can not take place until the League of Nations has been created. While the final technical steps have not been taken, the creation of the League of Nations is now an assured fact. We can, therefore, go on with the definite assurance that it will be ultimately completed, and I take the liberty of suggesting that this conference proceed during the process of organization to the consideration of the questions it has before it.

The Secretary's address was immediately followed by the following address of welcome from the Director General of the Pan American Union, in behalf of those countries to whose courtesy the Government is indebted for its use of the commodious and appropriately dedicated convention hall:

Mr. Chairman, officers, members, and guests of the International Labor Conference, it is a great honor and pleasure, as well as a delightful duty, to extend to you, in my capacity as executive officer of the Pan American Union, and hence as the official host, so to speak, of this house, a sincere welcome to its use for your session. May I correct the interpreter and say that I have not the honor of being president of the Pan American Union, for if there were a president, the Secretary of State of the United States would ex officio occupy that office. I am simply executive officer and director general. That you may appreciate the significance of this environment, permit me to state that you are assembled in a unique structure, an international building in every respect, the only one in the wide world belonging to a large group of nations, and also the permanent home of a great and successful league of nations which has been in practical existence for nearly 30 years and during that period has known no serious armed conflict between any two or more of its constituent members.

The Pan American Union, defined in a sentence, is the official international organization of the 21 independent American Republics devoted to the development of friendship and intercourse, commerce and trade, good will and peace among them all, controlled by a governing board, or supreme council, composed of the diplomatic representatives in Washington of the 20 Latin American Governments and the Secretary of State of the United States; maintained by their joint contributions of quotas based on their population, and conducting a vast work of spreading helpful information and beneficent knowledge throughout the world relating to every American country by the aid of a staff of experts in inter-

national affairs, statistical and educational sections, a comprehensive library and reading room containing collection of maps and charts, numerous publications, reports, and other informative data, all of which you are respectfully invited to enjoy or to inspect or study.

This noble edifice was erected through the munificence of the late Andrew Carnegie and the contributions of all the American Republics, and dedicated forever to the cause of Pan American peace and progress. In this hall of the Americas you will note that the dominating suggestion is found in the word "Pax" high up in the four corners. In yonder council chamber meets every month the governing board of the supreme council of the Pan American Union—around the same table, elbow to elbow, the plenipotentiaries of 21 nations and 200,000,000 people bent upon preserving the peace and prosperity of the New World and aiding thereby in preserving the peace and prosperity of all the world. May the tradition, the record, and the achievements of such an organization, the combination of the beautiful and the practical in this building, and the environment which it suggests of peace and progress be an inspiration and help to you in working out the intricate problems that are before you. The building is yours.

Replying, Baron Mayor des Planches, of the Italian delegation, said:

GENTLEMEN: I address you as the representative of a country at once among the oldest and among the youngest of nations, and also as one of the oldest members of this assembly. And, in behalf of all of you, I wish to thank the American Government for being the first to extend hospitality to the labor conference and for bringing us together in this beautiful capital, the name of which recalls one of the greatest men of whom the history of humanity can boast.

A shadow, however, dims our pleasure in the reception given us; we all regret, from the bottom of our hearts, the temporary illness of the Chief Executive of the United States, and we earnestly hope for the speedy recovery of one who is so dear to his country and to humanity.

I also wish to thank the British Government in your name for accepting and carrying to a successful issue in the space of a few months the difficult task of organizing the conference which was to assemble at Washington.

We owe it to these two countries that we are now able to meet here to-day with a clearly defined program before us and ready to take up after methodical preparation our great and noble task. I speak advisedly in saying a great and noble task. All who take part in these discussions surely realize their importance. Outside of these walls the world will appreciate the object of our efforts, which is the securing of social peace.

It is the first time in history that delegates of the working class, of the employing class, and of the Governments have been brought together, truly representing the nations in their entirety. We meet with feelings of sincere good faith to work together toward a common end, which may be summed up as follows: To assure to the workers that minimum of material well-being indispensable to progressive development, and to secure continuity of production to the benefit of all.

We regret to note the absence, for reasons which we are not called upon to comment on, of the delegates of American employers and workmen. I think that I am expressing the sentiments of all those present in proposing that a special invitation be sent to their delegates, already appointed by the Secretary of Labor, Mr. Wilson, so that they may take part in our task.

With these explanations I offer the first motion, which reads as follows:

"The delegates of the Governments, the employers, and the workers now assembled at Washington desire to express at the beginning of their labors their most sincere thanks to the Government of the United States for having undertaken to convene this conference, and to convey their most fervent wishes for the speedy restoration to health of the President of the United States."

The second motion is this:

"The delegates of the Governments, the employers, and the workers here assembled request the organizing committee to invite the organizations of workers and employers of the United States, already named by the Secretary of Labor, Mr. Wilson, to send their delegates to this conference."

[The two proposals were put to the members of the conference, whereupon they were unanimously adopted.]

The following persons were chosen as the permanent officers of the conference: President, Hon. William Bauchop Wilson, Secretary of Labor, United States of America; vice presidents, Rt. Hon. George Nicoll Barnes, Government delegate, Great Britain; Mr. Jules Carlier, employers' delegate, Belgium; Mr. Leon Jouhaux, workers' delegate, France; secretary general, Mr. Harold B. Butler (Great Britain); deputy secretaries general, Mr. Ernest Greenwood (United States), Dr. Guido Pardo (Italy); legal adviser, Dr. Manley O. Hudson (United States).

The conference then proceeded to discuss the admission of certain other States which had made application for admission and of certain others which had been proposed. Of these, Germany and Austria were admitted at once, there being but a single dissenting vote. With respect to Finland, however, much controversy arose, with the final result that the conference took the view that its power to admit Finland was debatable. It therefore merely invited the delegates of that country to take part in the conference on the same conditions as obtained in the case of other countries which had not adhered to the covenant. With respect to Mexico, Luxemburg, and the Dominican Republic no action was taken, nor was there any ruling with respect to their admissibility, it being felt that since no formal application had been made by any of those three countries, no action taken by the conference looking toward their admission would be proper under the circumstances.

The conference then undertook discussion of the five subjects set forth in the agenda as specified in the treaty of peace with Germany. Those subjects are as follows:

1. Application of principle of the 8-hour day or of the 48-hour week.
2. Question of preventing or providing against unemployment.
3. Women's employment:
   (a) Before and after childbirth, including the question of maternity benefit;
   (b) During the night;
   (c) In unhealthful processes.

4. Employment of children:
   (a) Minimum age of employment;
   (b) During the night;
   (c) In unhealthful processes.
5. Extension and application of the international conventions adopted at Berne in 1906 on the prohibition of night work for women employed in industry and the prohibition of the use of white phosphorus in the manufacture of matches.

In spite of many difficulties of organization, differences in langauge, temperaments, and viewpoints the conference succeeded in reaching practically unanimous conclusions on all the items of the agenda. Draft conventions were adopted (1) limiting the hours of work in industrial undertakings to 8 in the day and 48 in the week, (2) concerning unemployment, (3) concerning the employment of women before and after childbirth, (4) concerning the employment of women during the night, (5) fixing the minimum age for the admission of children to industrial employment, and (6) concerning the night work of young persons employed in industry. Recommendations were adopted (1) concerning unemployment, (2) concerning reciprocity of treatment of foreign workers, (3) concerning the prevention of anthrax, (4) concerning the protection of women and children against lead poisoning, (5) concerning the establishment of Government health services, and (6) concerning the application of the Berne convention of 1906 on the prohibition of the use of white phosphorus in the manufacture of matches.

The conference also passed a resolution creating an International Emigration Commission, as follows:

It is resolved that the governing body of the International Labor Office shall constitute an international commission, which shall, while giving due regard to the sovereign rights of each State, consider and report what measures can be adopted to regulate the migration of workers out of their native country, and to protect the interests of wage earners residing in another country than their own. The representation of States in the European countries on the commission shall be limited to one-half of the total membership of the commission. The said commission shall present its report at the session of the International Labor Conference in 1920.

In accordance with this decision the governing body constituted an International Emigration Commission, composed of 18 members, 9 of which are appointed by European Governments and 9 by Governments outside of Europe. Six of the 18 members are employers' delegates, 6 are workers' delegates, and 6 are Government delegates.

As originally constituted, the employers' delegates were to be appointed by South Africa, Argentina, Spain, Greece, Czechoslovakia, and Switzerland; the six workers' delegates by Germany, Australia, United States, Italy, Sweden, and Poland; and the six Government delegates by Brazil, Canada, China, France, Japan, and India.

Upon receipt of the invitation to appoint a representative on the International Emigration Commission, the Secretary of Labor, after consulting with the President, accepted the invitation, in accordance with authority granted under section 29 of the immigration law. Inasmuch as the United States had been placed in the group of nations sending workers' delegates, the Secretary invited the American Federation of Labor to recommend a worker to represent the United States. This the American Federation of Labor declined to do. The Secretary then notified the director of the International Labor Office that the American Federation of Labor had refused to make the necessary recommendation and suggested that if the composition of the International Emigration Commission could be changed so that the United States could be placed in the group sending delegates representing Governments this Government was still prepared to make the necessary appointment. This was submitted by the director to the governing body of the International Labor Office at its session in Geneva October 5. As a result, a cable was received by the Secretary stating that the necessary changes had been made and inviting the United States to send a delegate representing the Government.

On Saturday, November 19, the Secretary of Labor, as presiding officer, adjourned the conference sine die, subject to the call of the governing board. He said:

Ladies and gentlemen of the conference, before you leave this building and this city and this country for your respective homes I desire to express to you my hearty appreciation of your unfailing courtesy toward each other and toward the presiding officer, which has made it a comparatively easy task for the presiding officer to handle your parliamentary affairs.

I am greatly impressed with the idea that you have been hewing out the blocks for the foundation of a structure to shelter the toiling masses of the future. You have worked patiently, you have brought a splendid enthusiasm, the high standard of intelligence, the thorough earnestness toward the laying of this foundation. And I am sure that I express your hopes, I am sure that I express the hopes of the peoples of all the world, that time may develop the fact that you have built well, that you have laid the foundation for a structure that will stand down through all the ages as the protector of the toilers of the world.

I thank you sincerely for your courtesy toward myself personally and toward the people of my country generally with whom you have come in contact. I have been sorry that my own work in connection with my Government has been such that I have not been able to make your acquaintance as thoroughly as I would have desired to do. I have been sorry that the President of our country has been unable to be with you in person, but I know he has been here in spirit, and I know that the bulk of our people have been here with you in spirit, and you may go forth into your respective lands and all the lands of the world with the feeling that the people of America are with you in the creation of this structure that you have started to build. I thank you on behalf of the United States and on my own behalf.

A second International Labor Conference was convened at Genoa, Italy, June 15, 1920. This conference deserves some mention in this report for the reason that it was called for the purpose of discussing the application of certain of the conventions adopted in Washington to maritime occupations, and was known as the seamen's conference. Conventions were adopted for (1) establishing facilities for finding employment for seamen, (2) fixing the minimum age for the admission of children to employment at sea, and (3) concerning unemployment indemnity in case of loss or foundering of the ship. Recommendations were adopted (1) for limiting the hours of work in inland navigation, (2) for limiting the hours of work in the fishing industry, (3) concerning unemployment insurance for seamen, and (4) concerning the establishment of an international seamen's code.

The third International Labor Conference will convene in Geneva, Switzerland, April 4, 1921. The agenda is given here for the reason that some of the items are the outcome of the Washington conference. The agenda is as follows:

1. Reform of the constitution of the governing body of the international labor office.
2. Agricultural questions:
   - (*a*) The adaptation of the Washington decisions to agricultural labor—
     - i. Regulation of the hours of work.
     - ii. Measures for the prevention of or providing against unemployment.
     - iii. The protection of women and children.
   - (*b*) Technical agricultural education.
   - (*c*) Living-on conditions of agricultural workers.
   - (*d*) Guaranty of the rights of association and combination.
   - (*e*) Protection against accident, sickness, invalidity, and old age.
3. (A) Disinfection of wool infected with anthrax spores.
   (B) Prohibition of the use of white lead in painting.
4. The weekly rest day in industrial and commercial employment.
5. (A) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker.
   (B) Compulsory medical examination of all children employed on board ship.

National Industrial Conference.[2]

Second only in potential importance to the International Labor Conference, and far transcending it in potential consequence to our important domestic affairs, was the National Industrial Conference. During the war industrial peace had been maintained by a patriotic spirit on the part of both employers and wage earners which made them more willing than they would ordinarily have been to sink all except their most pressing disagreements in order that we might present a united front against the common enemy. Many of their agreements ran only for the term of the war. The greater part of

[2] Reports of the Department of Labor for 1919, pp. 18–26.

them, if not actually terminated in fact by the armistice, were at least terminated in spirit. The truces which had been declared during the war were recognized on all sides as provisional. Workmen who had long exercised the right to organize and strike, and employers who had long exercised contracting privileges, did not consider themselves as having permanently abandoned their powers in those respects. On the other hand, the general feeling was that they still possessed those powers in the fullest measure, but that temporarily the public necessity had superseded a purely private prerogative.

The fact that war arrangements were considered as provisional rendered it all the more imperative that some permanent understanding be arrived at by which a new basis for the future conduct of industry might be reached. Many disputes were no less bitter for having been suppressed, and many a smoldering fire was but awaiting the critical moment to burst into flame. This situation was rendered all the more acute at the close of the fiscal year by the discontinuance of the National War Labor Board, to which during the war had been referred all those disputes which it had been found impossible to adjust by mediation or conciliation. Coupled with these considerations was the fact that the repression of grievances had created a nervous tension which strained former good relations to the breaking point. In addition, our own country, although our basic conditions were sound, suffered from the reflex of a disorganized Europe. The activities of war which had taken the place of normal industry and commerce had been abandoned and the peaceful channels of trade had not yet been reestablished. In view of this it was imperative that in the work of reconstruction a genuine spirit of friendliness and cooperation between the workers and employers of the United States be established.

A call was therefore issued by the President on September 3, 1919, for a National Industrial Conference, to be participated in by conferees who fell in general within three classes—those representing the employers of the Nation, those representing the wage earners, and a third group who should represent the public itself and assist the other two groups in arriving at a common viewpoint. Accordingly, letters were directed by the President to the principal organizations of employers and wage earners of the United States asking them to name delegates in equal numbers. This was a relatively simple proceeding so far as wage earners were concerned, for practically all the organized workers in the United States are banded together within the American Federation of Labor. The president of that organization, Mr. Samuel Gompers, was, therefore, requested to name the 15 delegates. With regard to employers the situation was more difficult, for there is no single outstanding organization

which includes all organized employers in the same sense that the American Federation of Labor includes all organized working people. The choice of the representatives of employers was consequently left to the directing heads of several business organizations. Letters were addressed to Mr. Magnus W. Alexander, managing director of the National Industrial Conference Board, requesting that he name five representatives; to Mr. William G. Baker, jr., president of the Investment Bankers' Association, requesting that he name two; and to Mr. Homer L. Ferguson, president of the Chamber of Commerce of the United States of America, requesting that he name five. In addition, representation was granted to the employing farmers through the naming of one delegate each by Mr. Oliver Wilson, president of the National Grange; Mr. C. S. Barrett, president of the National Farmers' Union; and Mr. J. N. Tittemore, president of the American Society of Equity. The following letter, addressed by the President to Mr. Gompers, sets forth the purpose of the meeting. It is a replica of those sent to the other persons named:

For the purpose of reaching, if possible, some common ground of agreement and action with regard to the future conduct of industry I desire to obtain the combined judgment of representative employers, representative employees, and representatives of the general public conversant with these matters, and for the accomplishment of that purpose I have decided to call a conference of 5 persons to be selected by the Chamber of Commerce of the United States of America, 5 persons to be selected by the National Industrial Conference Board, 15 persons to be selected by the American Federation of Labor, 3 persons to be selected by the farming organizations, and 2 persons to be selected by the investment bankers, to confer with 15 representatives of the general public whom I shall select, these representatives to meet in the city of Washington on October 6, 1919, for the purpose of consulting together on the great and vital questions affecting our industrial life and their consequent effect upon all our people, to discuss such methods as have already been tried out of bringing capital and labor into close cooperation, and to canvass every relevant feature of the present industrial situation for the purpose of enabling us to work out, if possible, in a genuine spirit of cooperation a practicable method of association based upon a real community of interest which will redound to the welfare of all our people.

The wastages of war have seriously interfered with the natural course of our industrial and economic development. The nervous tension of our people has not yet relaxed to normal. The necessity of devising at once methods by which we can speedily recover from this condition and obviate the wastefulness caused by the continued interruption of many of our important industrial enterprises by strikes and lockouts emphasizes the need for a meeting of minds in a conference such as I have suggested. I am sure that your organization will gladly bear the expense of its own representatives to a conference called for such an important purpose, and I would therefore request that you select 15 persons to act as representatives of the American Federation of Labor in the conference and to advise the Secretary of Labor of the names and addresses of the persons selected so that he may make the necessary arrangements for the meeting.

Subsequently two persons were added to the employers group to represent railroad management, four were added to the representatives of labor to represent the four railroad brotherhoods, and a number of additional persons were added to represent the public. Under this arrangement the following persons were named by the President and by the representative organizations as conferees:

Representing the public.—Bernard M. Baruch, John D. Rockefeller, jr., Dr. Charles W. Eliot, O. E. Bradfute, Fuller R. Calloway, H. B. Endicott, Edwin F. Gay,[3] Thomas D. Jones, E. T. Meredith, L. D. Sweet, Charles Edward Russell, Lillian D. Wald, Ida M. Tarbell, Robert S. Brookings, Elbert H. Gary, John Spargo, Ward M. Burgess, Thomas L. Chadbourne, Paul L. Feiss, George R. James, A. A. Landon, Gavin McNab, Louis Titus, Bert M. Jewell,[4] Gertrude Barnum.

Representing the Chamber of Commerce of the United States.—Harry A. Wheeler, Herbert F. Perkins, Homer L. Ferguson, Ernest T. Trigg, John J. Raskob.

Representing the farmers' organizations.—J. N. Tittemore, American Society of Equity; T. C. Atkeson, National Grange; C. S. Barrett, Farmers' Cooperative Union.

Representing the Investment Bankers' Association of America.—Edgar L. Marston, Howard W. Fenton.

Representing the American Federation of Labor.—Samuel Gompers, Daniel J. Tobin, Frank Duffy, T. A. Rickert, Matthew Woll, Mrs. Sara Conboy, Paul Scharrenberg, M. F. Tighe, Frank Morrison, Joseph F. Valentine, W. D. Mahon, Jacob Fischer, John L. Lewis, William H. Johnston, John H. Donlin.

Representing the National Industrial Conference Board.—Frederick P. Fish, S. Pemberton Hutchison, Leonor Fresnel Loree, J. W. O'Leary, Edwin Farnham Greene.

Representing railroad management.—R. H. Aishton, Carl R. Gray.

Representing railroad brotherhoods.—W. G. Lee, L. E. Sheppard, P. J. McNamara, H. E. Wills.

By direction of the President the preliminary arrangements for the conference were carried on by the Department of Labor. The conference convened on October 6, at the Pan American Union Building in the city of Washington. The Secretary of Labor as temporary chairman, with Hon. Rowland B. Mahany as temporary secretary, organized the conference, after which Hon. Franklin K. Lane (Secretary of the Interior) was chosen permanent chairman and Hon. Lathrop Brown permanent secretary. The Secretary of Labor was invited to sit in the conference as an advisory member, and did so.

Rules were adopted which provided for group action. Under these rules no proposal introduced by any single delegate could be considered by the conference unless it had first received the assent of the majority of the group of which the proposer was a member. Nor could any final determination of policy or statement of a guid-

[3] Mr. Henry S. Dennison was appointed to succeed Edwin F. Gay, who was debarred from acting because of absence abroad.

[4] Mr. Jewell subsequently resigned and Mr. J. J. Forrester, president of the Order of Railway Clerks, was named by the President to succeed him.

ing principle be arrived at by the conference unless the proposal in question had received the votes of the majority in each group. Acting upon this basis, the conference proceeded to discuss many resolutions which were introduced.

From the beginning it was evident that no decision could be reached unless an understanding was had with regard to the right of collective bargaining. Originally introduced as a substitute for a resolution to mediate in the pending steel strike, this subject was almost the only one which received consideration. Finally, on October 21, all proposals then pending or submitted by any of the three groups were rejected by the conference. At this point it appeared that certain of the delegates had come to the conclusion that further discussion was futile and were upon the point of withdrawal. An adjournment was agreed upon, however, and the following morning a letter, addressed by the President to the conference, was read before the body. That letter, which urged it to continue in session, was as follows:

I am advised by your chairman that you have come to a situation which appears to threaten the life of your conference, and because of that I am presuming to address a word of very solemn appeal to you as Americans. It is not for me to assess the blame for the present condition. I do not speak in the spirit of criticism of any individual or of any group. But having called this conference I feel that my temporary indisposition should not bar the way to a frank expression of the seriousness of the position in which this country will be placed should you adjourn without having convinced the American people that you had exhausted your resourcefulness and your patience in an effort to come to some common agreement.

At a time when the nations of the world are endeavoring to find a way of avoiding international war, are we to confess that there is no method to be found for carrying on industry except in the spirit and with the very method of war? Must suspicion and hatred and force rule us in civil life? Are our industrial workers to live together without faith in each other, constantly struggling for advantage over each other, doing naught but what is compelled?

My friends, this would be an intolerable outlook, a prospect unworthy of the large things done by this people in the mastering of this continent; indeed, it would be an invitation to national disaster. From such a possibility my mind turns away, for my confidence is abiding that in this land we have learned how to accept the general judgment upon matters that affect the public weal. And this is the very heart and soul of democracy.

It is my understanding that you have divided upon one portion only of a possible large program which has not fully been developed. Before a severance is effected based upon present differences, I believe you should stand together for the development of that full program touching the many questions within the broad scope of your investigations. It was in my mind when this conference was called that you would concern yourselves with the discovery of these methods by which a measurable cooperation within industry may have been secured, and if new machinery needs to be designed by which a minimum of conflict between employers and employees may reasonably be hoped for, that we should make an effort to secure its adoption. It can not be expected that at every step all parties will agree upon each proposition of method suggested. It

is to be expected, however, that as a whole, a plan or program can be agreed upon which will advance further the productive capacity of America through the establishment of a surer and heartier cooperation between all the elements engaged in the industry. The public expects not less than that you shall have that one end in view and stay together until the way is found leading to that end or until it is revealed that the men who work and the men who manage American industry are so set upon divergent paths that all effort at cooperation is doomed to failure.

I renew my appeal that with a full comprehension of the almost incomparable importance of your tasks to this and to other peoples, and with full faith in the high patriotism and good faith of each other, you push your task to a happy conclusion.

The labor group thereupon requested permission to withdraw temporarily for consultation. A recess was accordingly taken. Upon reconvening the conference was addressed by the chairman of the labor group, who offered the following resolution:

The right of wage earners to organize without discrimination, to bargain collectively, to be represented by representatives of their own choosing in negotiations and adjustments with employers in respect to wages, hours of labor, and relations and conditions of employment is recognized.

After discussion, which occupied two sessions, the resolution was rejected. The groups representing the public and labor, respectively, voted unanimously in its favor, but the employers group, by a divided vote, rejected it. Although an overwhelming majority of the delegates were in favor of this proposal, it was, nevertheless, not adopted, since the rules already adopted by the conference required, as stated above, a majority of each group to declare the judgment of the conference.

Following the defeat of this resolution the chairman of the labor group, speaking for that group, addressed the conference at length, announcing in concluding that in the opinion of his group nothing could be gained by remaining. Thereupon the entire group withdrew.

On the following day the conference convened with only the public group and the employers' group present. The chairman of the conference, speaking for the President, announced the desire of the latter that the nature of the conference itself should be changed because of the change of conditions and that the work should be carried on by the public group alone, inasmuch as the burden of industrial quarrels falls ultimately upon the public. The wish of the President was stated by the chairman to be that the public group should continue in session as a group and make a report and give advice and suggestions as to the future industrial policy of the Nation. These proposals were to be presented to the President.

With that announcement the conference as then constituted was adjourned sine die.

The public group immediately met to canvass the possibilities. After an adjournment until the following day it met again and addressed the following communication to the President:

To the PRESIDENT OF THE UNITED STATES.

SIR: The delegates appointed by you as representatives of the general public in the industrial conference just closed beg to submit the following report:

The conference proper opened on October 6 and terminated on October 23, sitting in all 13 days. The public group held 23 meetings for the discussion of the various matters brought before the conference.

The public group, as was intended, differed from the other groups, representing labor and capital, in one important particular. It had not the homogeneity of interest of either of these groups; it represented rather a cross-section of American life. Among its members were employers of labor, large and small, farmers, capitalists, representatives of labor, socialists, and professional students of social and industrial problems. Notwithstanding this diversity of interest and relation there was manifested throughout an astonishing amount of agreement upon the most vital subjects. This we regard as a most hopeful sign for the future and an evidence of the possibility of a united action in the interest of the entire Nation.

The existence of the steel strike had the effect of focusing interest and attention upon the present conflict as against constructive measures and agreement for the future, and made the calm discussion of such constructive measures difficult. Because it was manifestly impossible to dispose of this subject by agreement under the rules of the conference, which required concurrence of at least a majority of each of the three groups, the conference decided to defer action upon the question until the subject of collective bargaining had been passed upon.

After several days of earnest endeavor and numerous attempts at adjustment between the points of view of the several groups the conference failed to agree upon this issue.

In this connection we deem it important to emphasize the fact that the conference did not, at any time, reject the principle of the right of workers to organize and to bargain collectively with their employers. Neither the conference as a whole nor any one group in the conference opposed that right. The difficulty that arose and the issue upon which the conference failed to agree was not upon the principle involved, but upon the method of making it effective.

In our judgment even this difficulty would not have been insurmountable had the conference approached its task in another way.

Obviously, the important principle of collective bargaining can not be sharply separated from other elements in the great problem of the relation of employers and employed. The right of organization, the protection in the exercise of their lawful rights of those who seek to organize the workers, the careful definition of the various forms of organization through which the right may be exercised, and the machinery necessary for adjusting disputes arising in connection with that right must all be taken into account in their proper relation.

We believe that the experience of this conference, and of similar conferences elsewhere, clearly shows the futility of attempting to deal with this great question in a piecemeal way, by adopting detached and unrelated resolutions. The only efficient method, in our judgment, is that of formulating a comprehensive and systematically developed program.

We believe that the right of workers to organize for the purpose of collectively bargaining with their employers, through representatives of their own choosing, can not be denied or assailed. As representatives of the public we can

interpret this right only in the sense that wage earners must be free to choose what organizations or associations, if any, they will join for this purpose.

In the recognition of the right of workers so organized to be represented by representatives of their own choice difficulties will from time to time arise. We believe that it would be possible for a properly constituted arbitral authority to adjust such difficulties with justice and fairness to all parties concerned.

The abrupt termination of the conference prevented any discussion in the conference of the important matter of the right of workers to strike and of the methods whereby, without destroying or impairing that right, the public interest may be adequately conserved and protected.

We are deeply impressed by the necessity of setting up some machinery for effecting the speedy adjustment of disputes arising between workers and employers, whether the latter be private individuals or firms, or public and governmental authorities. In this connection there was submitted to the conference by the Secretary of Labor, Hon. W. B. Wilson, a well-considered plan for establishing the necessary machinery for conciliation and arbitration. Because this plan was not considered by the conference, owing to the manner of its termination, we do not here express any judgment upon it further than to say that we believe it affords a possible basis for a solution of the immediate problem and deserves serious consideration and study.

It is impossible to discuss in detail the numerous schemes for affording to workers representation in the regulation of the conditions of labor, the plans for profit sharing, the many forms of shop councils, and the like. We respectfully suggest that a very great service could be rendered to the Nation, to employers and employees alike, if in the Department of Labor there were established a bureau for the purpose of gathering and making available accurate information concerning all such experiments and their results. Such a bureau could give expert advice and assistance to any persons desiring to undertake plans for bettering labor conditions in particular establishments.

As representatives of the general public we are of the opinion that the standards relating to the employment of women and children advocated by the Women's Division and the Children's Bureau of the United States Department of Labor should be favorably considered.

We do not believe that this group can at this time with advantage further proceed with the discussion of the great questions with which we have been dealing. It may well be, however, that a small committee, selected by you, composed of persons of varied interests and points of approach, could take up the matter and prepare along some such lines as herein indicated a program which will be of present value. Upon the presentation of the report of such a committee steps could be taken to give it practical effect through another conference representing capital, labor, and the public, if in the circumstances then existing it should seem to you to be wise.

In closing this report and terminating our labors, we desire to give expression to our conviction that the conference has been of very real educational value to all those privileged to participate in it. The frank and sincere interchange of opinions, views, and experiences, both within the groups and between them through individual contact, has given, we believe, to every member of the conference a broader vision and understanding and helped each to see the problems of the other.

Assuring you of our profound respect and solicitude for your recovery, we have the honor to be,

Very truly, yours,

THE GROUP REPRESENTING THE PUBLIC,
BERNARD M. BARUCH, *Chairman.*

OCTOBER 24, 1919.

After thus presenting their views, the public group adjourned sine die, thus bringing all the conference proceedings to an end.

The President's Industrial Conference.

Soon after the dissolution of the National Industrial Conference the President called a second one. It convened on December 1, 1919, and was presided over by the Secretary of Labor as chairman.

In about four weeks the conference released for publication a tentative plan for the adjustment of industrial disputes. After two weeks for general comment on its tentative plan, it reconvened on January 12, 1920.

On March 6, 1920, it published its final report. In this report the conference recommended joint organization of management and employees for prevention of industrial disputes, and a comprehensive plan for adjusting such disputes when they occur.

Among the particular matters upon which the final report of the conference commented were collective bargaining, hours of labor, women in industry, child labor, housing, wages, profit-sharing, public employees, agriculture, and unemployment.[5]

[5] For full text of the report of the President's Industrial Conference, see Appendix.

RECOMMENDATIONS TO THE PRESENT AND FUTURE CONGRESSES.

An experience of six full years and parts of two more in administering the affairs of the Department of Labor and directing the administration of its bureaus leads me to make the following recommendations to the Congress for legislative cooperation in this work:

Recommendation 1.—Perfection of the U. S. Employment Service by an organic statute authorizing cooperation with States and Territories, so that throughout our Republic no wage earners shall vainly hunt for profitable work while profitable work anywhere waits in vain for wage earners.

Recommendation 2.—Adjustment of the relation of wage earners to the utilization of public lands and community credits, so that unlimited opportunities for cooperative self-employment shall sustain profitable wage-earning work at a constant maximum.

Recommendation 3.—Legislation relative to adjustments of seasonal to nonseasonal industries (including transportation facilities), whereby wage earners may economically vary the monotony of life with temporary employments in the nature of outings.

Recommendation 4.—Authority and appropriations necessary to promote the training of wage earners within their industries for the purpose of making their employment more profitable to themselves and their work more useful to their employers and the public.

Recommendation 5.—The maximum of national protection for children of underpaid wage earners whose necessities drive them to put their offspring prematurely into industrial drudgery.

Recommendation 6.—Statutory perpetuation in the Department of Labor of the Division of Negro Economics.

Recommendation 7.—Further promotion of appropriate American education of applicants for citizenship, and of citizens also, and prohibition (as to national elections) of voting by aliens.

Recommendation 8.—Adjustments in cooperation with other Governments whereby intending immigrants from countries across seas may apply for admission to this country before breaking up their foreign homes, and upon such application may secure the same benefits of adjudication by immigration officials, certificates by public-health officials, and appeals to the final authority that are now available to them only upon arrival at our ports. A model method is in operation between this country and Canada under which no intending immigrant from Canada need break up his Canadian home until his case has been decided in his favor by the final American authority.

Recommendation 9.—Authority whereby the Secretary of Labor may in immigration cases exercise discretion as to individual hardships. Exclusion laws are of necessity so comprehensive that discretion ought to be lodged in some official or board to minimize individual hardships which no legislative body would inflict if it could foresee them. The exercise of such discretion would be sufficiently guarded by requiring the official in whom it is reposed to record his reasons in all cases in which he exercises it and to report annually to Congress the cases so disposed of.

Recommendation 10.—Statutory provisions for reference to the courts (Federal or State or both) for judicial hearings and judgments in all cases of lawfully domiciled aliens whose rights of continued residence are at issue either on questions of fact or questions of law, to the end that rights of domicile once acquired shall be determined by judicial instead of administrative process.

Recommendation 11.—Allowance of a financial credit to the Immigration and the Naturalization Bureaus which derive incomes from aliens whom they respectively serve under immigration and naturalization laws, to the end that only such expenses as are in excess of income shall appear as the cost of administration.

Recommendation 12.—Legislative consideration of recommendations of the Industrial Conference called by the President in its report of March 6, 1920.[1]

Recommendation 13.—Provision for permanently utilizing the valuable records and plans accumulated by the United States Housing Corporation in the conduct of its work.

Recommendation 14.—Action upon the special report of the Secretary of Labor made pursuant to section 10 of the organic act of this department, on coordination of activities, etc., the text of which report is in the appendix.

Recommendation 15.—Immediate legislation providing higher pay for competent and industrious employees of the Department and its bureaus and divisions, who, in consequence of changes in the purchasing power of money, are suffering from what is in effect an arbitrary reduction of their salaries. One consequence of this injustice to employees is a tendency on their part to abandon Government service for private employment, which seriously prejudices the public interest.

[1] For text of this report, see Appendix.

CONCLUSION.

This report has been prepared in such manner as to facilitate references to the history of the Department of Labor from the earliest agitations for it, about 55 years ago, down to the conclusion of its eighth year of service. The first part of the report contains an historical sketch to the close of the seventh fiscal year of the Department. The second part is the annual report for the eighth fiscal year. Although the first part is a crude sketch, it will enable the reader to grasp the story in general outline. Should he be especially interested in knowing more of any of its features, the appropriate footnotes will direct him to complete information in one or more of the preceding annual reports of the Department. The primary object of this arrangement has been to enable future administrators of the Department of Labor to make advances, or, if inclined or compelled to plan new courses for the Department, to be able to do either with an intelligent apprehension of its past.

A survey of the work of the Department of Labor identifies it closely with the most extraordinary period of our history. It is a distinct landmark of the great economic and political changes that have startled the world into a new social life. Demanded first by American wage earners at a period when a survival in this country of the old-time industrial system of master and slave had finally yielded to the more advanced industrial methods of employer and employed, this Department came into actual existence with the beginning of a presidential administration in harmony with the highest ideals of industrial as well as political democracy. The circumstances of the time of its creation made its organization difficult. The confusions of the war period piled difficulty upon difficulty. The post-war period has set in with high promise and much achievement, but the war is too recent for a complete peace-time establishment to have been developed as yet. Also, the results of the war are too uncertain for any but optimistic believers in the righteous trend of the currents of history to assert that the revolution into which we were plunged by passions for conquest heads away from democracy and peace or toward them. It has, however, been with full confidence that the unfair old is giving way to a fairer new, in industrial as well as in national and international life, that the Department of Labor has been organized, its purposes promoted, and its functions thus far administered.

Through its Bureau of Labor Statistics this Department has kept the intelligence of the country in touch with the Nation's industrial life. Through its Bureau of Immigration it has carried the growing burden of administering accumulations of laws affecting immigrants. Through its Children's Bureau it has made almost unhoped for advances in the conservation of child life and the protection of little children from the ravages of industrial demands. Through its Bureau of Naturalization, now fully engaged in qualifying worthy applicants for citizenship as well as weeding out the unworthy, it is strengthening the industrial morale of the wage earners of the country and thereby the American policy of honest pay for honest work and equal opportunity for all. Through its Women's Bureau it is conserving the interests of wage-earning women on a parity with wage-earning men. Through its Division of Negro Economics it has sought to minimize the deplorable consequences of racial disturbances in the industrial field. Through its Employment Service it has given to employment a nation-wide fluidity which, though far from complete, owing to the crippled financial condition of the service, is nevertheless far advanced. Through its Conciliation Service—an agency which has but seldom failed to produce industrial peace whenever both sides to an industrial dispute have made it their intermediary—it has promoted noncoercive adjustments of disputes between employers and wage earners.

In every contingency the Department of Labor has been guided by its statutory commission "to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment." It has done so, moreover, with fairness to every other interest, and by methods tending to foster industrial peace and prosperity for all through progressively nearer realizations of the highest ideals of industrial justice.

The policy of the Department has been, as I trust it always will be, to serve the interests of the wage earners of this country by serving the just interests—and only those—of employer and wage earner alike.

W. B. WILSON,
Secretary of Labor.

APPENDIX.

ORGANIC ACT OF THE DEPARTMENT OF LABOR.

Formal organization of the Department of Labor began with the date of its creation, March 4, 1913, under the following organic act approved that day:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created an executive department in the Government to be called the Department of Labor, with a Secretary of Labor, who shall be the head thereof, to be appointed by the President, by and with the advice and consent of the Senate; and who shall receive a salary of $12,000 per annum, and whose tenure of office shall be like that of the heads of the other executive departments; and section one hundred and fifty-eight of the Revised Statutes is hereby amended to include such department, and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department; and the Department of Commerce and Labor shall hereafter be called the Department of Commerce, and the Secretary thereof shall be called the Secretary of Commerce, and the act creating the said Department of Commerce and Labor is hereby amended accordingly. The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment. The said Secretary shall cause a seal of office to be made for the said department of such device as the President shall approve and judicial notice shall be taken of the said seal.

SEC. 2. That there shall be in said department an Assistant Secretary of Labor, to be appointed by the President, who shall receive a salary of $5,000 a year. He shall perform such duties as shall be prescribed by the Secretary or required by law. There shall also be one chief clerk and a disbursing clerk, and such other clerical assistants, inspectors, and special agents as may from time to time be provided for by Congress. The Auditor for the State and Other Departments shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of Labor and of all bureaus and offices under his direction, and all accounts relating to all other business within the jurisdiction of the Department of Labor, and certify the balances arising thereon to the Division of Bookkeeping and Warrants and send forthwith a copy of each certificate to the Secretary of Labor.

SEC. 3. That the following-named offices, bureaus, divisions, and branches of the public service now and heretofore under the jurisdiction of the Department of Commerce and Labor, and all that pertains to the same, known as the Commissioner General of Immigration, the commissioners of immigration, the Bureau of Immigration and Naturalization, the Division of Information, the Division of Naturalization, and the Immigration Service at large, the Bureau of Labor, the Children's Bureau, and the Commissioner of Labor, be, and the same hereby are, transferred from the Department of Commerce and Labor to the Department of Labor, and the same shall hereafter remain under the jurisdiction and supervision of the last-named department. The Bureau of Immigration and Naturalization is hereby divided into two bureaus, to be known hereafter as the Bureau of Immigration and the Bureau of Naturalization, and the titles Chief Division of Naturalization and Assistant Chief shall be Commissioner of Naturalization and Deputy Commissioner of Naturalizaton. The Commissioner of Naturalization or, in his absence, the Deputy Commissioner of Naturalization shall be the administrative officer in charge of the Bureau of Naturalization and of the administration of the naturalization laws under the

immediate direction of the Secretary of Labor, to whom he shall report directly upon all naturalization matters annually and as otherwise required, and the appointments of these two officers shall be made in the same manner as appointments to competitive classified civil-service positions. The Bureau of Labor shall hereafter be known as the Bureau of Labor Statistics, and the Commissioner of the Bureau of Labor shall hereafter be known as the Commissioner of Labor Statistics; and all the powers and duties heretofore possessed by the Commissioner of Labor shall be retained and exercised by the Commissioner of Labor Statistics; and the administration of the act of May thirtieth, nineteen hundred and eight, granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment.

SEC. 4. That the Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same, and to this end said Secretary shall have power to employ any or either of the bureaus provided for his department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests: and said Secretary shall also have authority to call upon other departments of the Government for statistical data and results obtained by them; and said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise.

SEC. 5. That the official records and papers now on file in and pertaining exclusively to the business of any bureau, office, department, or branch of the public service in this act transferred to the Department of Labor, together with the furniture now in use in such bureau, office, department, or branch of the public service, shall be, and hereby are, transferred to the Department of Labor.

SEC. 6. That the Secretary of Labor shall have charge in the buildings or premises occupied by or appropriated to the Department of Labor, of the library, furniture, fixtures, records, and other property pertaining to it or hereafter acquired for use in its business; he shall be allowed to expend for periodicals and the purposes of the library and for rental of appropriate quarters for the accommodation of the Department of Labor within the District of Columbia, and for all other incidental expenses, such sums as Congress may provide from time to time: *Provided, however*, That where any office, bureau, or branch of the public service transferred to the Department of Labor by this act is occupying rented buildings or premises, it may still continue to do so until other suitable quarters are provided for its use: *And provided further*, That all officers, clerks, and employees now employed in any of the bureaus, offices, departments, or branches of the public service in this act transferred to the Department of Labor are each and all hereby transferred to said department at their present grades and salaries, except where otherwise provided in this act: *And provided further*, That all laws prescribing the work and defining the duties of the several bureaus, offices, departments, or branches of the public service by this act transferred to and made a part of the Department of Labor shall, so far as the same are not in conflict with the provisions of this act, remain in full force and effect, to be executed under the direction of the Secretary of Labor.

SEC. 7. That there shall be a Solicitor of the Department of Justice for the Department of Labor, whose salary shall be $5,000 per annum.

SEC. 8. That the Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever in his judgment the interests of industrial peace may require it to be done; and all duties performed and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officer, board, branch, or division of the public service by this act transferred to the Department of Labor, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by and authority confered by law upon such bureau, officer, office, board, branch, or division of the public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the head of the said Department of Labor.

SEC. 9. That the Secretary of Labor shall annually, at the close of each fiscal year, make a report in writing to Congress, giving an account of all moneys received and disbursed by him and his department and describing the work done by the department. He shall also, from time to time, make such special

investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

SEC. 10. That the Secretary of Labor shall investigate and report to Congress a plan of coordination of the activities, duties, and powers of the office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor.

SEC. 11. That this act shall take effect March fourth, nineteen hundred and thirteen, and all acts or parts of acts inconsistent with this act are hereby repealed.

REPORT ON COORDINATION OF CERTAIN DEPARTMENTAL FUNCTIONS.

The Secretary of Labor is required by section 10 of the organic act of the department to "investigate and report to Congress a plan of coordination of the activities, duties, and powers of the office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor." Pursuant to the duty thus prescribed and after full investigation I reported to Congress during the fiscal year 1917,[1] as follows:

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, January 9, 1917.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: I have the honor to submit for consideration by Congress the following report, prepared in pursuance of section 10 of the act approved March 4, 1913 (37 Stat. L., 736), entitled "An act to create a Department of Labor," which section provides as follows:

"That the Secretary of Labor shall investigate and report to Congress a plan of coordination of the activities, duties, and powers of the office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor."

As soon as practicable after the Department of Labor was organized a special committee was designated, consisting of the Assistant Secretary as chairman, the chief clerk as secretary, and one representative from each of the administrative units within the department, with alternates chosen by the representatives themselves. This special committee was charged with the function of making inquiries and reporting upon the correlation of the duties then being performed by the various branches of the Federal Government and the elimination from the field of activities of each bureau within the Department of Labor of such matters as more properly came within the scope of some other governmental agency. In order to assist the committee in comprehending and interpreting the statutory purpose of the Department of Labor as defined and laid down in the organic act, reference was made to that portion of the first annual report of the Secretary of Labor (pp. 5–7) reading as follows:

"The Department of Labor was created in the interest of the wage earners of the United States. This is expressly declared by the organic act. 'The purposes of the Department of Labor,' as that act reads in its first section, 'shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.'

"There is, of course, no authority in that declaration to foster, promote, or develop for wage earners any special privileges; but the inference is irresistible that Congress did intend to conserve their just interests by means of an executive department especially devoted to their welfare.

"Nor is there any implication that the wage earners, in whose behalf this department was created, consist of such only as are associated together in labor unions. It was created in the interest of the welfare of all the wage earners of the United States, whether organized or unorganized. Inasmuch,

[1] Annual Report of the Secretary of Labor for 1917, pp. 94–103.

however, as it is ordinarily only through organization that the many in any class or of any interest can become articulate with reference to their common needs and aspirations, the Department of Labor is usually under a necessity of turning to the labor organizations that exist and such as may come into existence for definite and trustworthy advice on the sentiments of the wage-earning classes regarding their common welfare. Freely as conferences with unorganized wage earners are welcome, official intercourse with individuals as such has practical limits which organization alone can remove. Manifestly, then, the Department of Labor must invite the confidence and encourage the cooperation of responsible labor organizations and their accredited officers and committees if it is to subserve its prescribed purpose through an intelligent and effective administration of its authorized functions.

"While the Department of Labor sustains friendly relations with labor organizations, as in the interest of all wage earners and of the general welfare it ought to do, nevertheless this attitude must not be exclusive. Similar relations with unorganized wage earners, and also with employers and their organizations to the extent to which they themselves permit, are likewise a duty of the department. The great guiding purpose, however—the purpose that should govern the department at every turn and be understood and acquiesced in by everybody—is the purpose prescribed in terms by the organic act, namely, promotion of the welfare of the wage earners of the United States.

"In the execution of that purpose the element of fairness to every interest is of equal importance, and the department has in fact made fairness between wage earner and wage earner, between wage earner and employer, between employer and employer, and between each and the public as a whole the supreme motive and purpose of its activities. The act of its creation is construed by it not only as a law for promoting the welfare of the wage earners of the United States by improving their working conditions and advancing their opportunities for profitable employment, but as a command for doing so in harmony with the welfare of all industrial classes and all legitimate interests, and by methods tending to foster industrial peace through progressively nearer realizations of the highest ideals of industrial justice."

The special committee made certain preliminary investigations and suggested a plan for the correlation of the activities of the various units within the Department of Labor. There was recommended the creation of a standing departmental committee, and this was promptly organized, composed of the same representatives as the special committee, which was thereupon dissolved, its unfinished business being referred to the departmental committee. With the investigative work which it has found practicable to do under the limited authority implied by section 10 of the organic act, and in the absence of more definite plenary authority to carry the inquiries to greater lengths, I am submitting this report as required by that section, after having considered the matters affecting other departments to the extent which the practice of interdepartmental courtesy appeared to justify.

The general administrative functions of the Department of Labor, which stands tenth in the order of creation of the several executive departments of the Federal Government, may be summarized, upon the scale as now provided for, as follows:

1. Mediation and conciliation in labor disputes.
2. U. S. Employment Service.
3. Supervision of the four bureaus placed under its jurisdiction by the organic act, viz, (*a*) the Bureau of Labor Statistics, (*b*) the Bureau of Immigration, (*c*) the Children's Bureau, and (*d*) the Bureau of Naturalization.

This department was created in the interest of the wage earners of the United States, with reference to the following principal considerations: (1) Their general welfare, (2) their working conditions, and (3) their opportunities for profitable employment.

The underlying intent of its creation was to bring within its jurisdiction those administrative agencies of the Federal Government which are or may be designed to conserve wage-working interests. This interpretation is evident from a consideration of section 10 of the organic act in connection with the purpose clause of section 1 of the same act. The latter declares the purpose of the department to be the fostering, promotion, and development of the welfare of the wage earners of the United States, the improvement of their working conditions, and the advancement of their opportunities for profitable employment; and section 10 requires the Secretary of Labor to report to Congress a plan for coordinating the various administrative activities of the Federal Government, so

far as they relate to labor and its conditions, with a view to additional legislation defining the duties and powers of the Department of Labor. The reasonable inference is, therefore, that while Congress intended to establish an executive department in the interest of wage earners yet, uncertain at that time of the ultimate form for it, had created the Department of Labor, defined its general purpose, and left systematic additional construction to future legislation based upon information which the Department of Labor was directed to gather and formulate into a plan of coordination.

The duty, then, devolving upon the Secretary of Labor under section 10 is, first, to ascertain what activities, duties, and powers of the several executive branches of the Federal Government relate to labor and its conditions; and thereupon to propose suitable plans for coordinating them with the activities, duties, and powers of the Department of Labor.

Acting upon the foregoing premise, attention was first turned to the work of the bureaus and offices within the Department of Labor, to the end that contactual relationships and possible overlapping of functions might be analyzed and regulated or corrected if found to exist. The possibilities in those lines were fully disclosed by appropriate inquiries, and the opportunities for harmful interference have been guarded against by the adoption of administrative rules which provides the means of anticipating and avoiding duplications of endeavor and conflicts of authority. The problem of intradepartmental regulation of functions and the scope of operation is thus effectually dealt with, and it is not believed that this branch of the subject needs additional statutory authority beyond that already vested in the Secretary of Labor by the organic act itself.

ACTIVITIES OF OTHER DEPARTMENTS CONCERNING LABOR AND ITS CONDITIONS.

Turning to the contactual relationships and overlapping of activities between the Department of Labor and other governmental establishments, it was obviously a matter of considerable difficulty to fix and specify a boundary for administrative inquiry that would at once comprehend all those matters which might come within the declared purpose set forth in the organic act creating the Department of Labor rather than having a collateral or indirect bearing upon such purpose.

It can not be averred, even now, that the inquiries made have reached all of the various phases of departmental work which are directly involved in the declared purpose previously discussed; indeed, there may be others as yet undisclosed, but at least a fair start has been made along the line indicated by the section of the organic act which requires this report to be made. Further legislation is undoubtedly necessary in order to coordinate the scattered administrative functions relating to labor and its conditions. The correctness of this conclusion will be manifest upon consideration of what follows, and, while it may be neither feasible nor advisable to place directly within the jurisdiction of this department some of the concurrent authority at present conferred upon other branches of the public service, it is my purpose to recommend the adoption of a measure which will serve to regulate that authority in a manner consonant with the avowed legislative purpose in creating the Department of Labor.

THE PUBLIC HEALTH SERVICE.

The functions and scope of authority of the Public Health Service relate to labor and its conditions in several respects; and as to some of them the field of operations comes in contact with or overlaps certain functions of those bureaus which are at present under the jurisdiction of the Department of Labor.

One instance of distinct overlapping occurs in reference to the Bureau of Labor Statistics. This circumstance appears to be due to the broad authority vested in the Public Health Service to investigate the "diseases of man and conditions influencing the propagation and spread thereof" (act approved Aug. 14, 1912; 37 Stat. L., 309). As the Bureau of Labor Statistics is charged with acquiring and diffusing useful information upon subjects connected with labor (act approved June 13, 1888; 25 Stat. L., 182), and as information regarding occupational diseases and the conditions influencing their propagation is clearly a subject connected with labor as well as with the general classification of the "diseases of man," the Bureau of Labor Statistics of this department and the Public Health Service of the Treasury Department are charged, at least to this

extent, with similar duties. In order to prevent confusion and duplication of effort, coordination of the functions of these two branches of the public service should, in so far as they may overlap, be effected and consistently adhered to.

The field of occupational diseases was occupied during a period of about seven years prior to 1912 by the Bureau of Labor Statistics through its investigations into the hygienic conditions of cotton mills; of home work; of ventilation and general sanitary conditions of clothing shops; of diseases in the glass industry; of health of women in textile factories and laundries; of poisons in the industries; of tuberculosis among wage earners; of the health of wage-earning women in the pea canneries; of the hygiene of the painter's trade; of anthrax as an occupational disease, etc.

Since 1912 the Public Health Service has carried its function with reference to the diseases of man into the field of occupational diseases. It can not be conducive to the good of the service in general to have two such Government establishments occupying identically the same field at one and the same time, and it would appear that in so far as the functions of the Public Health Service relate to labor and its conditions, as is the case with reference to occupational diseases, they should be correlated and coordinated with those of the Department of Labor. In their medical or scientific aspects, occupational complaints should doubtless be within the field of the Public Health Service, but just as certainly they should be within the jurisdiction of the Department of Labor in their industrial bearing, this phase of the matter being popular rather than scientific and tending to promote the welfare of the wage earners who are or may become subject to ailments peculiar to certain trades and occupations. The logical conclusion is that neither branch of the public service should be in absolute control with reference to investigating them and publishing the results. The concluding recommendation in this report will, if adopted, prevent any harmful overlapping of functions and result in the utilization to the fullest extent of all such information and data that may be gathered for scientific and other purposes, so far as the same is useful in its more popular aspects.

Another relationship, somewhat along the same line, exists with reference to the parallel activities of the Public Health Service and the Children's Bureau. The nature of this overlapping in the same fields of endeavor is of such a character that there is practically no limit to the duplication and resultant likelihood of confusion unless there is complete and harmonious adjustment of the respective activities.

Under the terms of the statute authorizing the establishment of the Children's Bureau (act approved Apr. 9, 1912; 37 Stat. L., 79) it is especially directed to investigate the questions of infant mortality, the birth rate, dangerous occupations, and accidents and diseases of children. The authority to investigate these same matters is likewise vested in the Public Health Service by the act approved August 14, 1912 (37 Stat. L., 309), which broadly covers the entire field under the term "diseases of man." As previously indicated in another connection, the function now under discussion is exercised by the Children's Bureau in a popular sense rather than from a medical or scientific viewpoint; but the means of attaining the respective ends necessarily lie along the same lines and, as in the case of the contact between the Public Health Service and the Bureau of Labor Statistics and between the former and the Children's Bureau, there should be absolute and positive means of preventing harmful overlapping of effort and securing to all concerned the benefits of cooperative work in a movement which, up to a certain point, occupies a common field of investigation.

Still another relationship of the Public Health Service to the Department of Labor is found in the work of medical inspection of aliens under the immigration laws (act approved Feb. 20, 1907; 34 Stat. L., 898, sec. 17). This service, however, is complementary and does not involve overlapping of functions. Yet it appears reasonable that any bureau in one department which officially advises a bureau within another department ought to be readily responsive to the bureau advised, without sacrifice of independence as to the character of the advice given, while at the same time the bureau advised should be in position to propose methods and forms for cooperation through regularly established channels in such manner as to avoid friction and yet secure the results for which it is responsible. Admirable cooperation has hitherto been the rule in connection with this particular relationship, but the thought just suggested indicates that there may be something further to be accomplished incident to the operation of a measure to be proposed at the conclusion of this report.

The Bureau of Mines, in the Department of the Interior, was established pursuant to the act approved May 16, 1910 (36 Stat. L., 369), as amended by the act approved February 25, 1913 (37 Stat. L., 681). Under the terms of the statute it would appear that the fields of operation cover three grand subdivisions, viz, (1) industrial, (2) scientific or technological, and (3) publication of results.

The first subdivision deals directly with the health and safety of wage earners engaged in the mining industry. Mine rescue work for the benefit of the workmen seems to be a prominent feature, and it is clear that the ultimate purposes as well as the means of attaining the end are cognate with the declared purpose of the organic act establishing the Department of Labor; in fact, this field of endeavor falls so squarely within the declaratory clause that there is every reason to support the conclusion that the Department of Labor should properly embrace this important function within the scope of its activities.

Moreover, the act approved May 16, 1910 (36 Stat. L., 369), as amended by the act of February 25, 1913 (37 Stat. L., 681), and the several acts making appropriations for the Bureau of Mines, have authorized investigations as to labor safety and appliances to prevent accidents, which functions distinctly overlap those of the Bureau of Labor Statistics. The latter bureau has for many years past investigated and reported upon methods of preventing industrial accidents and occupational diseases.

The Bureau of Mines has also carried on extended investigations which, among other things, have included matter affecting labor and its conditions in the iron and steel industry, pursuant to a clause in its organic law which embraces inquiries in the "metallurgical and other mineral industries." This constitutes another instance of overlapping a field of endeavor long occupied by the Bureau of Labor Statistics and one which seems so obviously within the declared purpose of the Department of Labor that the need for effective coordination of effort is clearly indicated and should be accomplished. While as in the case of the investigation of occupational diseases previously mentioned the inquiries of the Bureau of Mines in the fields indicated may be along the lines of scientific development as distinguished from more popular phases of the subjects treated, the duplication of research is wasteful and tends to create harmful confusion upon the part of the public.

The second subdivision mentioned, while not so directly within the field of operations allotted to the Department of Labor, is nevertheless an important feature which can not well be separated from the great human element comprehended within the industrial features already discussed. The character of material mined and the scientific elements attached to the mining industry are factors which are so strongly blended with the welfare of the miners that they should not be administered by another or different governmental agency.

The third subdivision concerns the publication of results, and this feature of the work naturally goes with the two others. Moreover, the publications with reference to safety appliances come within the same general classification as those prepared and issued by the Bureau of Labor Statistics of the Department of Labor.

There has been established in the Department of Agriculture an administrative system which includes within its scope of operation a field of inquiry as to the wholesale and retail prices of commodities. This field has only been touched upon as yet by the Office of Markets and Rural Organization, but will probably be more fully developed later on; and it is not unreasonable to anticipate certain possible conflict with or overlapping of the corresponding investigations which the Bureau of Labor Statistics has made for years past. The relationship between the cost of foodstuffs and questions of wages is obvious, quite apart from the problem of production and marketing of supplies, and there is every reason why there should be coordination of endeavor in securing the data upon which to base deductions and reports from the standpoint of the wage earner; herein is found another reason for regulative legislation which will prevent harmful duplication of research and promote the collection of information in a way that will serve all purposes. It is frequently the custom to frame organic acts in broad terms, and if the Department of Labor is to attain its full degree of utility there is need for a general law which will effectively safeguard its inquiries from impairment by independent investigations, proper enough in themselves, but which trench upon the clear ground specified in the organic act of March 4, 1913.

STEAMBOAT-INSPECTION SERVICE.

This important bureau of the Department of Commerce seems to have three main functions, and two of these unmistakably relate either wholly or in part to labor and its conditions. They comprise, first, the duty of inspecting steam vessels; second, the licensing of the officers of vessels; and, third, the administration of safety laws applying to vessels and their crews.

It will be observed that the first function finds its application to physical property while the second has a more human side; yet the safety of the officers and crew of a vessel is largely dependent upon the manner in which the first function is discharged, and consequently the entire field of activity has a strong and direct bearing upon labor and its conditions.

The issuance of licenses to masters, pilots, engineers, etc., is the very foundation upon which rests the right of the licensees to perform their daily labor and is a feature which seems inseparable from all of the questions which relate to conditions of employment, hours of service, fitness for duty, and other kindred matters.

While the entire field covered by the Steamboat-Inspection Service seems to be properly within the scope of operations delineated in the purpose clause of the act creating the Department of Labor, there are administrative reasons which suggest that a division of authority would make for a better execution of these laws. It would undoubtedly make for better administration and promote greater safety if the authorities charged with the duty of licensing ship's officers were separate and distinct from those to whom is intrusted the task of inspecting the vessels and passing upon their fitness to go to sea. It is not difficult to conceive a situation in which a ship's officer may have knowledge of defects in the vessel's condition or equipment, but, knowing that the latter had been inspected and passed by the steamboat inspectors, would hesitate to complain or invite attention to the defects because in so doing he would incur the risk of having the same authorities take adverse action upon renewing his license, upon the continuance of which his very livelihood depends. Likewise the vessel owner, even though aware of the incompetence or unsuitability of a licensed officer, might avoid reporting the facts through fear that the implied criticism thus reflected upon the licensing authority might find reflex action upon his interests when the time came to renew the documents without which his vessel could not lawfully be operated.

Prudence would, it appears, dictate the placing of the two main functions just described under separate and distinct departments of the Government, with a corresponding division of the third field, separating the human element from that relating solely to physical property and its condition. The Department of Labor seems logically the place for regulating the personnel of a steam vessel, as distinguished from the necessary supervision over the ship itself; the system is parcel of the documenting of seamen on American vessels, which forms one of the subjects under the next succeeding heading.

BUREAU OF NAVIGATION.

This bureau of the Department of Commerce has important powers and duties in reference to the operation of the merchant marine, and in so far as these duties relate to the vessels themselves they should probably continue where they are.

But there is another important field covered by this bureau, concerning the shipping and discharge of seamen, which especially concerns labor and its conditions. While it is clear that the services of seamen are essential to the operation of a vessel, it seems equally clear that the problems connected with their engagement, protection, and welfare are peculiarly within the field allotted by statute to the Department of Labor.

For somewhat similar considerations to those pointed out in the heading next preceding this, there are strong reasons why the documenting, inspecting, and supervising of vessels should be handled by another and different branch of the Government than that which controls the administration of the laws relating to shipment, treatment, protection, and discharge of the men employed on such vessels.

A complete solution of the problems thus presented would be afforded by the enactment of legislation creating within the Department of Labor a bureau which it is suggested might be denominated the "Bureau of Marine Occupations" and the transfer thereto of those functions of the Steamboat-Inspection

Service and the Bureau of Navigation which relate to labor and its conditions as previously pointed out. Such a transfer should include the shipping commissioners and also complete jurisdiction over the fines, penalties, and forfeitures appurtenant to the powers transferred.

INTERSTATE COMMERCE COMMISSION.

Under the terms of various statutes which have been enacted since 1893 the Interstate Commerce Commission has been clothed with authority touching the installation, use, and maintenance of safety appliances upon railway cars and locomotives employed in interstate commerce, and this authority has since been extended to the inspection and supervision of locomotive boilers and all parts and appurtenances of locomotives and tenders.

The objects of the various enactments just mentioned seems to be the promotion of greater safety and improved working conditions for the wage earners engaged in the operation of railway trains, and, as this line of endeavor is clearly within the scope of the purpose clause of the act creating the Department of Labor, it seems reasonable to consider the adoption of legislation transferring to this department the functions now exercised by the Interstate Commerce Commission having to do with safety appliances and the operating condition of locomotives and their appurtenances. Of course, such a transfer of jurisdiction should carry with it administrative authority over the powers transferred.

BOARD OF MEDIATION AND CONCILIATION.

Section 8 of the organic act creating the Department of Labor authorizes the Secretary of Labor to act as mediator and to appoint commissioners of conciliation in labor disputes, for the promotion of industrial peace. The powers thus conferred have, as indicated in the several annual reports, been extensively exercised with beneficial results to all concerned.

However, on July 15, 1913, an act of Congress (38 Stat. L., 103) provided for the creation and establishment of a Board of Mediation and Conciliation, with functions coordinate with those previously vested in the Department of Labor, excepting that the field of activity intrusted to the board was limited to disputes between common carriers engaged in interstate transportation and their employees engaged in train operation or train service.

There appears to be no logical reason for this segregation of effort. The work of the Board of Mediation and Conciliation is not essentially different, in scope, purpose, or method, from the broad general function delegated to the Department of Labor under sections 1 and 8 of its organic act. The industrial problems involved and the plan of procedure necessary to their solution are in no wise different, and it is therefore believed that the organizations and functions of the Board of Mediation and Conciliation should be transferred to the Department of Labor, and, with the organization already existing within this department, should form the Division of Conciliation in the Office of the Secretary of Labor.

CONCLUSION.

It has repeatedly been shown in the foregoing report that other governmental establishments, acting more or less directly pursuant to broad statutory powers granted in general terms, have been, are now, and will probably continue making investigations and conducting active work in fields which should and do come within the purpose and scope of the Department of Labor as declared by its organic law. The objects hoped to be attained may be different, but the overlapping of functions is itself confusing and tends to reduce the confidence of that portion of the public which is repeatedly called upon for similar data, in somewhat altered form perhaps, but still the same. How far the successful gathering of accurate information has been impaired because of duplication of requests from different sources is, of course, difficult to state.

Effective regulation of this subject may best be accomplished by a general statute providing in terms and effect that cooperation shall be established and maintained between the Department of Labor and other branches of the public service in connection with all activities, either existing or proposed, which involve investigative work having to do with labor and its conditions. Thus the inquiries in the specified field, whether made by this or any other department, would not be substantially abridged, but the means would be provided for all

agencies having a community of interest, though from different angles, to secure at one operation whatever data might be required for all purposes. It is impracticable to secure effective cooperation in the absence of express legislation to that end, and the aims, objects, and purposes specified in the organic act of the Department of Labor can not be realized without it.

There should also be statutory provision requiring that the results of investigative work performed by other governmental establishments, in so far as they concern labor and its conditions, should become immediately accessible and available to the Department of Labor upon request, without reference to the proposed ultimate use of such material as collateral to the main purpose for which it was collected. Thus it may be rendered possible for the Department of Labor to be and continue the clearing house for information, facts, and figures which bear directly upon the welfare of the wage earner, and this quite independently of the relationship which the same data may bear toward other conditions, either economic or scientific.

That there may be no lack of mutuality in this connection, the results of similar work performed under the auspices of the Department of Labor should likewise be made available to other departments and Government establishments having a joint interest in such results.

Reducing this idea to more concrete form, the following draft is submitted to indicate in substance what manner of enactment appears necessary to accomplish the objects intended. The passage of such a measure is earnestly recommended, viz:

"*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That cooperation shall be established and maintained between and among the several governmental agencies which are now investigating or may hereafter investigate conditions which concern or bear upon the fostering, promotion, or development of the welfare of the wage earners of the United States, its Territories, or the District of Columbia, and the Secretary of Labor is authorized, in his discretion, to call upon the heads of other departments, offices, and commissions making such investigations for supplemental information to be gathered with that contemplated by the main object of inquiry so far as may be possible, for the use and disposition of the Department of Labor and bureaus or offices thereunder: *Provided, however,* That in the investigative researches conducted by the Department of Labor supplemental data requested by other departments, offices, and commissions shall likewise be gathered and furnished so far as conditions may permit.

"SEC. 2. That the results, data, and material secured by investigative work now or hereafter authorized by law, affecting or touching upon labor and its conditions, as described in section 1 hereof, shall be made immediately available to any other department, office, or commission making request therefor, without postponement or delay incident to the actual or proposed use thereof by the Government establishment under the direction of which it was originally gathered: *Provided, however,* That data and reports secured in confidence shall be made available to other Government establishments only upon condition that such data and reports shall not be divulged or made public without the written consent of the department, office, or commission under the control of which the said data or reports were originally obtained."

REPORT OF INDUSTRIAL CONFERENCE CALLED BY THE PRESIDENT.

I. INTRODUCTION.

The Industrial Conference was convened by the President on December 1, 1919. Under date of December 19 it issued for publication on December 29 a tentative plan of machinery to adjust disputes in general industry by conference, conciliation, inquiry, and arbitration. Criticism and constructive suggestions from the public were requested.

The tentative report provided for the adjustment of disputes rather than their prevention. The purpose of the conference in publishing that report was to obtain at the earliest moment constructive criticism of the plan for adjustment, while the conference was engaged in the further development of methods of prevention.

The conference reconvened on January 12, 1920. It has received a vast amount of helpful comment from individuals and organizations in all parts of the country, and it has also had the assistance of leading representatives of capital and labor, speaking for large numbers of employers and employees, who have come before it in frank consultation. This material has been carefully weighed.

The conference now proposes joint organization of management and employees as a means of preventing misunderstanding and of securing cooperative effort. It has modified the tentative plan of adjustment so as to diminish the field of arbitration and enlarge the scope of voluntary settlement by agreement. As modified the plan makes machinery available for collective bargaining, with only incidental and limited arbitration. The conference has extended the plan to cover disputes affecting public utilities other than steam railroads, and it has enlarged it to cover the services of public employees.

The present report also deals with a number of specific subjects consideration of which should underlie any approach to the industrial problem. Some of these are matters of current controversy.

The causes of industrial unrest are many. Among others they include the rise in the cost of living, unrestrained speculation, spectacular instances of excessive profits, excessive accumulation and misuse of wealth, inequality in readjustments of wage schedules, release of ideas and emotions by the war, social revolutionary theories imported from Europe, the belief that free speech is restricted, the intermittency of employment, fear of unemployment, excessive hours of work in certain industries, lack of adequate housing, unnecessarily high infant mortality in industrial centers, loss of personal contact in large industrial units, and the culmination of a growing belief on the part of both employers and employees that a readjustment is necessary to a wholesome continuity of their united effort.

For the most part causes of unrest are not the result of the war; they have been accentuated by it. Much investigation and public dis-

cussion have been devoted to these matters. The relative importance and emphasis laid on the different causes varies with each investigator.

The conference, in Part IV, has made suggestions for dealing with some of the conditions enumerated, and it hopes that progress toward remedying them may be accelerated by the further development of employee representation and by the use of the suggested machinery for adjustment.

There is, however, a feature of the present industrial unrest which differentiates it from that commonly existing before the war. It can not be denied that unrest to-day is characterized more than ever before by purposes and desires which go beyond the mere demand for higher wages and shorter hours. Aspirations inherent in this form of restlessness are to a greater extent psychological and intangible. They are not for that reason any less significant. They reveal a desire on the part of workers to exert a larger and more organic influence upon the processes of industrial life. This impulse is not to be discouraged but made helpful and cooperative. With comprehending and sympathetic appreciation, it can be converted into a force working for a better spirit and understanding between capital and labor, and for more effective cooperation.

The wisest suggestions for the prevention and relief of industrial unrest are to be found by interpreting the best thought and experience of those employers and employees who, within the area of their own activities, have most successfully dealt with the problem. The conference in making its final report has considered the interpreting of actual achievements its most useful function. It believes that practical experience is more useful than the views of extremists on either side. Such experience shows that no group of men can successfully undertake to deal with the interests of other groups without their cooperative participation in the methods of equitable adjustment.

The guiding thought of the conference has been that the right relationship between employer and employee can be best promoted by the deliberate organization of that relationship. That organization should begin within the plant itself. Its object should be to organize unity of interest and thus to diminish the area of conflict, and supply by organized cooperation between employers and employees the advantages of that human relationship that existed between them when industries were smaller. Such organization should provide for the joint action of managers and employees in dealing with their common interests. It should emphasize the responsibility of managers to know men at least as intimately as they know materials, and the right and duty of employees to have a knowledge of the industry, its processes and policies. Employees need to understand their relation to the joint endeavor so that they may once more have a creative interest in their work.

Industrial problems vary not only with each industry but in each establishment. Therefore the strategic place to begin battle with misunderstanding is within the industrial plant itself. Primarily the settlement must come from the bottom, not from the top.

The conference finds that joint organization of management and employees where undertaken with sincerity and good will has a record of success. The general principles governing such organization are stated at length under the title "Employee representation."

It is not a field for legislation, because the form which employee representation should take may vary in every plant. The conference, therefore, does not direct this recommendation to legislators but to managers and employees.

If the joint organization of management and employees in the plant or industry fails to reach a collective agreement, or if without such joint organization disputes arise which are not settled by existing agencies, then the conference proposes a system of settlement close at hand and under governmental encouragement and a minimum of regulation. The entrance of the Government into these problems should be to stimulate further cooperation.

The system of settlement consists of a plan, nation wide in scope, with a national industrial board, local regional conferences, and boards of inquiry, as follows:

1. The parties to the dispute may voluntarily submit their differences for settlement to a board known as a regional adjustment conference. This board consists of four representatives selected by the parties, and four others in their industry chosen by them and familiar with their problems. The board is presided over by a trained Government official, the regional chairman, who acts as a conciliator. If a unanimous agreement is reached, it results in a collective bargain having the same effect as if reached by joint organization in the shop.

2. If the regional conference fails to agree unanimously, the matter, with certain restrictions, goes, under the agreement of submission, to the National Industrial Board unless the parties prefer the decision of an umpire selected by them.

3. The voluntary submission to a regional adjustment conference carries with it an agreement by both parties that there shall be no interference with production pending the processes of adjustment.

4. If the parties, or either of them, refuse voluntarily to submit the dispute to the processes of the plan of adjustment, a regional board of inquiry is formed by the regional chairman, of two employers and two employees from the industry, and not parties to the dispute. This board has the right, under proper safeguards, to subpœna witnesses and records, and the duty to publish its findings as a guide to public opinion. Either of the parties at conflict may join the board of inquiry on giving an undertaking that, so far as its side is concerned, it will agree to submit its contention to a regional adjustment conference, and if both join a regional adjustment conference is automatically created.

5. The National Industrial Board in Washington has general oversight of the working of the plan.

6. The plan is applicable also to public utilities, but in such cases the Government agency, having power to regulate the service, has two representatives in the adjustment conference. Provision is made for prompt report of its findings to the rate-regulating body.

The conference makes no recommendation of a plan to cover steam railroads and other carriers, for which legislation has recently been enacted by Congress.

7. The plan provides machinery for prompt and fair adjustment of wages and working conditions of Government employees. It is especially necessary for this class of employees, who should not be permitted to strike.

8. The plan involves no penalties other than those imposed by public opinion. It does not impose compulsory arbitration. It does not deny the right to strike. It does not submit to arbitration the policy of the "closed" or "open" shop.

The plan is national in scope and operation, yet it is decentralized. It is different from anything in operation elsewhere. It is based upon American experience and is designed to meet American conditions. It employs no legal authority except the right of inquiry. Its basic idea is stimulation to settlement of differences by the parties in conflict, and the enlistment of public opinion toward enforcing that method of settlement.

II. PREVENTION OF DISPUTES.

JOINT ORGANIZATION THROUGH EMPLOYEE REPRESENTATION.

Prevention of disputes is worth more than cure. The conference feels that a new basis of industrial peace may be found in the further development of the democratic organization of the relations of employers and employees, now widely in progress throughout the country.

Modern industry, as conducted in large plants, has caused a loss of personal contact between employers and employees. It has also caused, through high specialization and repetitive mechanical processes, a loss of creative interest. But it makes possible a greater production of the material things which contribute to the common resources of the people. Upon these resources an advancing civilization, with a higher common standard of living, must depend.

Direct personal contact in the old manner can not be restored. It is necessary, therefore, to find the best possible substitute through democratic representation. Employees need an established channel of expression and an opportunity for responsible consultation on matters which affect them in their relations with their employers and their work. There must be diffused among them a better knowledge of the industry as a whole and of their own relation to its success. Employee representation will not only enable them better to advance their own interests, but will make them more definitely conscious of their own contribution and their own responsibilities.

Employee representation has been discussed under different names and forms, such as shop committees, shop councils, works councils, representative government in industry, and others. But representation is a definite principle rather than a form. The conference, therefore, prefers the generic term "employee representation." In using this term the conference has in mind the successful application of the principle to various activities outside, as well as within, the purely industrial field.

From both employers and employees the conference has received thoughtful and helpful suggestions as to the possibilities, under proper conditions, of employee representation. These suggestions clearly proceed from a genuine desire that this movement may spread in accordance with sound principles and be kept from perversions which would threaten its lasting usefulness by making it an agency of attack rather than a means to peace.

Employee representation organizes the relations of employer and employee so that they regularly come together to deal with their common interests. It is operating successfully under union agreements in organized shops. It is operating in nonunion shops, and it is operating in shops where union and nonunion men work side by side. In plants working under union agreement it adds to collective bargaining an agency of cooperation within the plant. It is itself an agency of collective bargaining and cooperation where union agreements do not obtain.

It is idle wholly to deny the existence of conflicting interests between employers and employees. But there are wide areas of activity in which their interests coincide. It is the part of statesmanship to organize identity of interest where it exists in order to reduce the area of conflict. The representative principle is needed to make effective the employee's interest in production, as well as in wages and working conditions. It is likewise needed to make more effective the employer's interest in the human element of industry.

The idea of employee representation has aroused opposition from two sources. On the one hand, in plants too large for direct personal contact, employers who still adhere to the theory that labor is a commodity, hold off from any form of cooperation with employees. This view is steadily disappearing and will, it is hoped, wholly disappear. On the other hand, a number of trade-union leaders regard shop representation as a subtle weapon directed against the union. This thought is apparently based on the fear that it may be used by some employers to undermine the unions. Conceived in that spirit no plan can be a lasting agency of industrial peace.

But occasional misuse of employee representation and the consequent hesitancy of organized labor to indorse it officially are based on a misconception of the possible and desirable relations between the union and the shop committee. This relation is a complementary and not a mutually exclusive one. In many plants the trade-union and the shop committee are both functioning harmoniously. In some establishments the men are unionized, and the shop committees are composed of union men. In others some men belong to the trade-union while all belong to the shop organization.

The union has had its greatest success in dealing with basic working conditions and with the general level of wages in organized and partially organized industries and crafts. It has also indirectly exerted an influence on standards in unorganized trades. There is no reason to suppose that in the future this influence will not continue.

Local problems, however, fall naturally within the province of shop committees. No organization covering the whole trade and unfamiliar with special local conditions and the questions that come up from day to day, is by itself in a position to deal with these questions adequately, or to enlist the cooperation of employer and employee in methods to improve production and to reduce strain. Except for trades in which the union itself has operated under a system of employee representation, as it does in shipbuilding and in the manufacture of clothing and in other trades, these internal factors are likely either to be neglected or to be dealt with in a way which does not make for satisfactory cooperation.

The existence of employee representation in plants operating under union agreement does not necessarily reduce the scope of the union representative's work. But matters are more likely to come to him as questions of the application of an agreement rather than as mere grievances. In other words, he has greater opportunity for service in negotiation of an essentially conciliatory nature. The fortunate results of such development have been evident in industries in which employee representation and trade-unions have for some time been functioning harmoniously.

Employee representation must not be considered solely as a device for settling grievances. It can find success only if it also embodies cooperation in the problem of production. Whatever subjects the representatives come to feel as having a relation to their work, and their effectiveness as members of the plant, may come within the field of committee consideration. It is a thing to be undertaken, if at all, in a thoroughgoing way. Representatives must be selected by the employees with absolute freedom. In order to prevent suspicion on any side, selection should be by secret ballot. There must be equal freedom of expression thereafter. All employees must feel absolutely convinced that the management will not discriminate against them in any way because of any activities in connection with shop committees. Meetings should be held frequently and regularly, not merely when specific disputes are threatened. Both sides must be prepared to study the problems presented and must give them patient, serious, and open-minded consideration. There should be made available those facilities and facts essential to the formation of soundly based conclusions.

Employee representation offers no royal road to industrial peace. No employer should suppose that merely by installing some system of shop representation he can be assured, without continued effort, of harmony and increased production. Doubtless there will be failures where the plan is adopted as a fad or a panacea. It is only a means whereby sincerity of purpose, frank dealing, and the establishment of common interests, may bring mutual advantage.

The development and maintenance of right relations between employer and employee require more than mere organization. Intelligent and wise administration is needed of all those problems of production that directly touch the employee. Conditions affecting human beings in industry were, during the last generation, largely in charge of men whose special training had been devoted to the mechanical side of production. Much study was given to the machinery and processes upon which men worked. But the factors that contribute to the broader human development and satisfaction of the employee and that lead to increased productivity were too nearly neglected. The elimination of human friction is, even from the point of view of increased production, at least no less important than the elimination of waste in materials or in mechanical power.

Establishments in which the ultimate management is of necessity widely removed from the employees require provision for specialized study of industrial relations. But the right concept of human relations in industry, which should be the primary impulse of management, is of full value only when it permeates the entire administrative force. Far-sighted executives testify to the advantage gained from

careful and painstaking efforts to encourage and educate their foremen in the proper attitude toward employees.

A large proportion of men trained in our engineering and technical schools now pass into executive positions. It is, therefore, desirable that these schools should provide courses of instruction in which the psychological and industrial background for human relations work shall be developed. But no amount of education outside the plant will remove the need for the systematic training of the force within.

Some industries have extended the principles of employee representation beyond the individual plant. The voluntary joint councils which have thus been set up in the clothing industry, in the printing trade, and elsewhere are fruitful experiments in industrial organization.

The conference has had the benefit of testimony from both employers and employees who have had experience of the results of employee representation. An enthusiasm has been shown which comes from a sincere feeling of substantial progress in the development of human relations.

III. PLAN FOR ADJUSTMENT OF DISPUTES.

GENERAL DESCRIPTION.

1. PROCEDURE WHEN BOTH SIDES VOLUNTARILY SUBMIT DISPUTES FOR ADJUSTMENT.

The United States shall be divided into a specified number of industrial regions, in each of which there shall be a chairman.

Whenever a dispute arises in a region which can not be settled by existing machinery the regional chairman may request each side to submit the dispute to a regional adjustment conference, to be composed of two representatives from each side, parties to the dispute, and two representatives to be selected by each side from the panels herein provided for. The regional chairman shall preside but not vote at the conference.

If the conference reaches a unanimous agreement, it shall be regarded as a collective bargain between the parties to the dispute and shall have the force and effect of a trade agreement. If the conference does not reach an agreement and the disagreement relates to wages, hours, or working conditions, it shall make a finding of the material facts and state the reasons why it was unable to reach an agreement. The regional chairman shall report such finding and statement to the National Industrial Board herein provided for, which shall determine the matters so submitted as arbitrator. If the National Industrial Board shall reach a unanimous agreement, it shall report its determination back to the regional adjustment conference, which shall in accordance therewith state the agreement between the parties to the dispute the same as if the conference had reached a unanimous conclusion. If the National Industrial Board shall fail to reach a unanimous conclusion, it shall make majority and minority reports and transmit them to the regional chairman, who shall immediately publish such reports, or such adequate abstracts thereof, as may be necessary to inform the public of the material facts and the reasons why the board was unable to reach an agreement.

If the conference does not reach an agreement and its disagreement relates to matters other than wages, hours, or working conditions, it shall make and publish its report, or majority and minority reports, stating the material facts and the reasons why it was unable to reach an agreement.

If the parties to the dispute so desire, they may select an umpire to act as arbitrator in place of the National Industrial Board, and in such case the determination of the umpire shall be transmitted to the regional adjustment conference with the same force and effect as a determination by the National Industrial Board.

The appointment of representatives to the regional conference constitutes a voluntary agreement (*a*) that there shall be no cessation of production during the processes of adjustment, (*b*) to accept as an effective collective bargain the unanimous agreement of the regional adjustment conference, (*c*) to accept as an effective collective bargain (in case of failure of the regional adjustment conference) the decision of a mutually chosen umpire, (*d*) to accept as an effective collective bargain (in case of failure of the regional adjustment conference or upon failure of the parties to agree upon an umpire) the unanimous decision of the National Industrial Board upon wages, hours, and working conditions.

2. PROCEDURE WHEN THERE IS NO VOLUNTARY SUBMISSION.

If both parties to the dispute refuse to submit it to a regional adjustment conference through the failure to appoint representatives within the time allowed, the chairman shall organize forthwith a regional board of inquiry, consisting of two employers from the top of the employers' panel for the industry concerned, and two employees from the top of the employees' panel for the craft or crafts concerned. The four so chosen with the chairman shall constitute the board of inquiry.

If either side shall have selected representatives, and thereby agreed to submit to the process of adjustment of the dispute, such representatives may select two names from their panel in the same manner as for a regional adjustment conference. Such representatives of the party to the dispute may sit on the board of inquiry and take full part as members thereof. The six thus selected, with the chairman, shall thereafter constitute the board of inquiry.

The board of inquiry shall proceed forthwith to investigate the dispute and make and publish its report, and, if not in agreement, its majority and minority reports, in order that the public may know the facts material to the dispute and the points of difference between the parties to it.

DETAILS OF THE PLAN.

1. NATIONAL AND REGIONAL BOARDS.

There shall be established a National Industrial Board, regional adjustment conferences, and boards of inquiry.

2. NATIONAL INDUSTRIAL BOARD.

The National Industrial Board shall have its headquarters in Washington, and shall be composed of nine members appointed by

the President and confirmed by the Senate. In order to insure appointment upon such board of persons familiar with industrial questions and capable of estimating the effect of the decisions rendered, three shall be chosen from persons representative of industrial employers, three from persons representative of industrial employees, and three from persons representative of general interests, who shall be specially qualified by reason of knowledge or experience with economic and general questions. All shall act for the general welfare and shall be selected without regard to political affiliations. One of the three persons representative of general interests shall be designated by the President as chairman.

The terms of office of members of the National Industrial Board shall be six years; at the outset three members, including one from each group, shall be appointed for a term of two years, three members for a term of four years, and three members for a term of six years; thereafter three members, one from each group, shall retire at the end of each period of two years. Members shall be eligible for reappointment.

The board shall have general supervisory power over and shall make rules governing the general administration of the plan. It may, in its discretion, require the regional chairman to take cognizance of a dispute and to institute the regional machinery to deal with the same; it may also suspend the operation of the regional machinery in case the regional chairman shall have set the same in motion under circumstances which the National Industrial Board disapproves. It shall act as a board of appeal on questions of wages, hours and working conditions which can not be adjusted by a regional adjustment conference, and in such cases it shall act by unanimous vote. It may act as a board of appeal on all other questions which may come before a regional adjustment conference, which may be voluntarily submitted to it by the parties to the dispute and which they have not been able to agree upon in the regional adjustment conference, except questions of policy such as the "closed" or "open" shop. In such cases, it shall act by such vote, unanimous or otherwise, as the submission shall specify. In case it is unable to reach a determination, it shall make and cause to be published majority and minority reports. Such reports shall be matters of public record.

On all administrative questions the board may act by majority vote.

In order to facilitate its business the board may, in the less important cases, subdivide into parts of three, constituted of one member from each group.

In the event that the facts transmitted to it by the chairman of the regional adjustment conference are, in the opinion of the board, inadequate to enable it to make a decision, the board shall send the case back to the regional chairman with instructions to secure such further facts as may be needed. If the representatives of the parties to the dispute are in agreement upon the facts required, the chairman shall then secure and communicate to the National Industrial Board such facts, or (in case of their failure to agree) he shall reconvene the regional adjustment conference for the purpose of making a supplementary report concerning the needed facts. The National Industrial Board shall have no right of inquiry and no power to subpœna. When the board finds it necessary to call for additional facts, as just

indicated, the time for the decision of the case by the board may be extended, if necessary, for the purpose of obtaining the requisite facts.

3. REGIONAL CHAIRMEN AND VICE CHAIRMEN.

In each region the Presient shall appoint a regional chairman. He shall be a representative of the public interest, shall be appointed for a term of three years and be eligible for reappointment.

Whenever in any industrial region, because of the multiplicity of disputes, prompt action is impossible, or where the situation makes it desirable, the National Industrial Board may, in its discretion, choose one or more vice chairmen and provide for the establishment under their chairmanship of additional regional conferences or boards of inquiry. The terms of office of such vice chairmen shall be limited to the consideration of the specified cases for which they are appointed.

4. PANELS OF EMPLOYERS AND EMPLOYEES FOR REGIONAL BOARDS.

Panels of employers and employees for each region shall be prepared by the Secretary of Commerce and the Secretary of Labor, respectively, after conference with the employers and employees, respectively, of the regions. The panels shall be approved by the President.

At least 30 days before their submission to the President provisional lists for the panels in each region shall be published in such region.

The panels of employers shall be classified by industries; the panels of employees shall be classified by industries and subclassified by crafts. The names of employers and employees selected shall be at first entered on their respective panels in an order determined by lot.

The selection from the panels for service upon the regional boards shall be made in rotation by the regional chairman; after service the name of the one so chosen shall be transferred to the foot of his panel.

The regional panels shall be revised annually by the Secretaries of Commerce and of Labor, respectively, in conference with the employers and employees, respectively, of each region.

5. DETAILED PROCEDURE OF REGIONAL ADJUSTMENT CONFERENCE.

Cognizance of disputes.—The regional chairman shall not take cognizance of a dispute unless he is satisfied that it can not be settled by agreement of the parties or by existing machinery. If request be made by a party to a dispute that cognizance be taken of it, the regional chairman shall require the presentation of satisfactory evidence that an attempt has been made in good faith to settle the dispute by agreement of the parties, or by existing machinery, before requesting the other side to submit the dispute to a regional adjustment conference.

Submission.—When the chairman shall have decided to take cognizance of the dispute, he shall request each party to it to select two representatives within such time (not less than two nor more than seven days) as may be fixed by the chairman.

The appointment of representatives by both sides shall constitute an agreement that the parties will endeavor in good faith to adjust the dispute as members of the regional adjustment conference, and that in case of failure of the conference to agree unanimously they will accept the award of the National Industrial Board or of an umpire selected by them, on any question relating to wages, hours, and working conditions, as herein provided. It shall also constitute an agreement by both sides that they will continue, or reestablish and continue, until the case is concluded, the status that existed at the time the dispute arose.

Selection of representatives.—The selection of representatives of parties to the dispute shall be made in accordance with rules laid down by the National Industrial Board for the purpose of insuring free, prompt, and unrestricted choice of such representatives.

In case either side shall object to the representatives of the other, on the ground that they are not in fact representative, the chairman shall pass upon such objection, or he may call in some competent person to do so. If the chairman is in doubt as to whether the representatives objected to are in fact representative, he shall require that formal action be taken by the employer to select and properly certify to the selection of his representatives, and likewise, unless otherwise provided by the National Industrial Board, he shall require the employees to elect their representatives by secret ballot, under the direction of some impartial person designated by the chairman.

Selection from the panels.—When both sides shall have selected their representatives, the chairman shall take from the top of the panels for the industry concerned or, in the case of employees, for the craft or crafts concerned 12 names of employers and employees, respectively. The representatives of the two sides shall choose 2 each from the 12 names on their respective panels.

Formation of regional adjustment conference.—The chairman shall forthwith convene a regional adjustment conference composed of the four representatives of the parties to the dispute, the four persons selected from the panels and the chairman, and, so constituted, the conference shall proceed at once to negotiate an adjustment of the dispute.

Ascertainment of facts.—The regional adjustment conference shall not have the right of inquiry or the power to subpœna, but shall obtain its facts through the voluntary action of the parties to the dispute.

If no agreement is reached by the conference, and in the opinion of the chairman additional information is required to make a report to the National Industrial Board or to an umpire, the regional adjustment conference shall, at that time and for that purpose, have all the powers of inquiry and right to subpœna which are vested in the regional board of inquiry. Such right shall continue for the purpose of ascertaining any further material facts which the National Industrial Board or the umpire may require.

6. POWERS AND DUTIES OF REGIONAL BOARD OF INQUIRY.

Organization of regional board of inquiry.—If both parties to the dispute, or either party, refuse to submit it to a regional adjustment conference, the chairman shall organize forthwith a regional board of inquiry, as hereinbefore described (cf. supra, p. 14, sec. 2).

Right to subpœna and examination.—The regional board of inquiry shall have the right to subpœna witnesses, to examine them under oath, and to require the production of books and papers, in order to enable the board to ascertain all facts material to the dispute and a clear understanding of the issues involved.

Reports.—The report or reports of a board of inquiry shall, in addition to being made public by the chairman, be transmitted to the Secretaries of Commerce and Labor, respectively, and shall be filed with the National Industrial Board, and with the chairman of each and every region, where they shall be matters of public record.

Right of the chairman to vote.—The chairman shall have the right to vote on all matters coming before the board of inquiry and he may in his discretion join in any report or reports of the board.

7. TRANSFORMATION OF THE REGIONAL BOARDS OF INQUIRY INTO REGIONAL ADJUSTMENT CONFERENCES.

At any time during the progress of the inquiry if both sides shall have selected representatives, and agreed to submit the dispute for adjustment, the board of inquiry shall become a regional adjustment conference by the admission to membership on the board of such representatives. The side or sides which appoint representatives, after the date fixed in the original request of the chairman, shall (because of its delay) accept the members of the board of inquiry as members of the regional adjustment conference.

The regional adjustment conference, so constituted, shall proceed to the settlement of the dispute as though it had been organized within the period originally fixed by the chairman.

8. UMPIRE.

When a regional adjustment conference is unable to reach a unanimous agreement, the representatives of the parties to the dispute may select an umpire and refer the dispute to him with the provision that his determination shall be final, and shall have the same force and effect as a unanimous agreement of such regional adjustment conference. All questions, even those including the "open" and "closed" shop, may be referred by the parties to an umpire.

9. COMBINATION OF REGIONS.

Whenever the questions involved in a dispute extend beyond the boundaries of a single region, the regions to which the dispute extends shall, for the purpose of such dispute, be combined by order of the National Industrial Board, which shall designate the chairman of one of the regions concerned to act as chairman of the adjustment conference, or board of inquiry, to be created in connection with the dispute in question.

Two employer members and two employee members shall be chosen from the combined panels of the regions involved in the dispute, under rules and regulations to be established by the National Industrial Board. The members representing the two sides to the dispute and the members from the panels shall be chosen in the same manner as in the case of a dispute in a single region. The National Industrial Board shall prescribe rules and regulations for the com-

bination of the panels and the effective adaptation of the other machinery created for use in the combined regions.

A regional board of inquiry constituted for a dispute extending beyond the boundaries of a single region shall have the same rights and powers as those conferred upon a regional board of inquiry for a single region.

10. TIME OF REPORTING FINDINGS.

Any regional board of inquiry shall make and publish its report within five days after the close of its hearing and within not more than 30 days from the date of issue of the original request by the chairman to the two sides to the dispute to appoint representatives.

Any regional adjustment conference shall make its determination of any question in dispute, or if unable to make a determination, shall make its report to the National Industrial Board, or to an umpire, if one shall have been selected, within 5 days after the close of its hearing, and within not more than 30 days from the time of the appointment of the representatives of the parties to the dispute. If the failure to make a determination relates to matters not appealable to the National Industrial Board, and in case no umpire has been selected, the regional adjustment conference shall, within the 30 days above specified, make and publish its report or reports. The periods above specified may be extended by unanimous agreement of the conference or by the National Industrial Board.

The National Industrial Board, or any umpire, shall determine any pending question in dispute within 15 days after the report of the regional adjustment conference shall have been submitted.

11. EFFECT OF DECISION.

Whenever an agreement is reached through a regional adjustment conference, or the National Industrial Board, or an umpire, it shall have the full force and effect of a trade agreement, which the parties to the dispute are bound to carry out.

12. APPLICATION OF AWARDS.

Any question arising as to the true meaning or application of any such agreement shall be determined by the representatives of the parties to the dispute on the regional adjustment conference before which the dispute was heard. In case of disagrement, such representatives shall, unless otherwise provided in the agreement, submit in writing the question to the chairman of such board, whose decision shall be final.

13. PROCEDURE ON FAILURE TO COMPLY WITH AN AWARD.

Upon complaint that either party has failed to comply with an agreement, the chairman of the regional adjustment conference before which the dispute was heard shall call in one employer and one employee member of such conference, not parties to the dispute, selected in the order of their position on the panel at the time such conference was created, and the board of three thus constituted shall,

by majority vote, determine whether or not there has been a failure to comply with the agreement, and shall make its determination public.

14. RELATION OF BOARDS TO EXISTING MACHINERY FOR CONCILIATION AND ADJUSTMENT.

The establishment of the National Industrial Board and the regional adjustment conference shall not affect existing machinery of conciliation, adjustment, and arbitration established by the Federal Government, by the governments of the several States and Territories or subdivisions thereof, or by mutual agreements of employers and employees.

Any industrial agreement made between employers and employees may, by consent of the parties, be filed with the National Industrial Board. Such filing shall constitute agreement by the parties that in the event of a dispute they will maintain the status existing at the time the dispute originated until a final determination, and that any dispute not adjusted by means of the machinery provided by the agreement shall pass on appeal to the National Industrial Board for determination, and that such determination shall be of the same questions and shall have the same force and effect as in the case of a dispute on appeal from a regional adjustment conference.

15. GENERAL PROVISIONS.

The President shall have the power of removal of all persons appointed by him under the provisions of the plan.

In the presentation of evidence to the board of inquiry and in argument before the National Industrial Board or an umpire each side shall have the right to present its position through representatives of its own choosing.

The Secretary of Commerce and the Secretary of Labor, in preparing and revising the regional panels of employers and employees, shall, from time to time, develop suitable systems to insure their selections being truly representative.

The National Industrial Board, the regional adjustment conferences, and the umpires shall, in each of their determinations, specify the minimum period during which such determination shall be effective and binding. In case of emergency a regional adjustment conference or the National Industrial Board may, after hearing both sides, alter its determination by abridging or extending the period specified.

In case of vacancy in any office or position created under this plan such vacancy shall be filled for the unexpired term in the same manner as the original selections were made, provided, however, that if the vacancy occurs in the position of representatives of parties to a dispute such vacancy may be filled by joint agreement of the parties.

Whenever an agreement shall be reached through a regional adjustment conference, it shall be executed in four originals, two of which shall be given to the parties to the dispute, respectively; one shall be filed with the National Industrial Board and one shall be filed in the office of the chairman of the region in which the agreement was

reached. The agreements filed with the National Industrial Board and with the chairman shall be public records.

The National Industrial Board shall from time to time make suitable rules and regulations for the purpose of carrying out this plan, including regulations for the privacy of any information disclosed by a party, which information, although necessary and proper for a decision of the matter in hand, may, by its public disclosure to the board, umpire, or conference, injure one or more of the parties.

The National Industrial Board shall also from time to time, as experience in the operation of the plan shows to be desirable, issue instructions to the regional chairmen concerning the character of disputes of which they should take cognizance, in order that the plan may best serve the public interest.

No agreement of any regional adjustment conference shall be effective for any purpose if the same be in violation of any law of the United States or of any State in which such agreement is to be applied.

The National Industrial Board may, whenever it deems it desirable, request one employer representative and one employee representative, members of the regional adjustment conference, not parties to the dispute, to assist it in arriving at a clear understanding of any technical questions involved in the dispute, and in framing its report. Such representatives shall not participate in the decision of any question.

16. BASIS OF DECISIONS.

Whenever a board of inquiry inquires into or a regional adjustment conference adjusts a dispute relating to wages, hours of labor, or working conditions, it must inquire into the conditions prevailing in the industry, and its findings or decision, as the case may be, must be such that the standards recommended or decided upon may with fairness be applied to the entire industry, making due allowance for modifications which should be made on account of the local conditions, including competitive relations and living conditions, at the particular plant or plants to which the report or award is to be applied.

17. PROTECTION OF INFORMATION.

Any information obtained by any board, conference, or umpire in the course of any inquiry or hearing as to any individual business (whether carried on by a person, firm, or company) which is not available to the public shall not be made public, except with the consent of the owner of such business; provided, however, that this shall not prevent such general statement as may be necessary to inform the public of the issues involved in the dispute.

No individual member of such boards or conferences, and no umpire or other person obtaining information in any manner through their proceedings, shall disclose or in any way use such information except in connection with his official action to accomplish the purposes of the plan.

Suitable penalties should be provided for any violation of this provision.

PUBLIC UTILITIES.

The plan as above outlined for general industry shall be modified as set forth below, and shall be applicable to public utilities other than those carriers provided for by Congress in Title III of the transportation act of February 28, 1920, United States Statutes, Sixty-sixth Congress (commonly known as the Cummins-Esch law).

Proper regional panels of employers and employees in different classes of public utilities shall be created.

The regional adjustment conference shall consist of the chairman, four representatives of the parties to the dispute, two from each side, one employer representative, and one employee representative taken from the panels in the class of public utility in which the dispute arises, and two members representing the Government authority which has power to regulate the service of the public utility. The panel representatives may be chosen by the parties to the dispute from the first six names on their respective panels.

In case of failure of the chairman to secure the creation of a regional adjustment conference, he shall proceed, as in the case of general industry, to form a regional board of inquiry. The board of inquiry shall be constituted of the same memberships as provided above for the regional adjustment conference, including the representative of the party to the dispute, who shall undertake to abide by all the processes and decisions as set forth below. Such party shall have the right to select his panel member. In the case of the party who shall not appoint his representatives as above, the panel member for his side shall be taken from the top of the appropriate panel.

The representatives of the Government authority on the regional adjustment conference or on the regional board of inquiry shall be appointed by the Government authority or commission authorized to regulate the service of the utility in which the dispute arises, and if there be no such commission, then the Chief Executive of the Government having the right to regulate such service.

The National Industrial Board shall, in the case of appeals in public utilities, reach its decisions by a majority vote, provided that at least one public representative concurs, and such decision shall be binding upon the employer, unless within 10 days after such an award is rendered, he shall in writing disaffirm the same; and likewise the award shall be binding upon the employees, unless within 20 days after such an award is rendered it shall in writing be disaffirmed by the employees acting by secret ballot under the supervision of some impartial person named in the award to conduct such a ballot.

As in general industry, the submission of the parties to the processes of adjustment shall be purely voluntary. But the selection of their representatives to the regional adjustment conference (or by one of them, if he join the regional board of inquiry), shall constitute a complete agreement by the party or parties who submit, that they will take no action to impair, impede, interfere with, or in any way interrupt the service of such utility during the adjustment (including the period during which the decision of the National Industrial Board may be disaffirmed, as set forth above).

Furthermore, the submission shall constitute an undertaking that when unanimous agreement is reached by a regional adjustment con-

ference, or by decision of an umpire voluntarily selected by the parties, or when the award of the National Industrial Board is not disaffirmed by either party, as above provided, such agreement or award shall constitute a trade agreement by which the employer agrees to provide such work as may be necessary for the operation of the utility under the terms of the agreement during the term of the award, and the employees acting as a group agree that they will perform the work necessary for the operation of the utility in good faith so far as possible, under the terms of the agreement, uninterrupted by any group action or by any collective or group understanding, written or oral, express or implied, during the terms of the award.

These provisions shall not prevent an employer from discharging for cause in the regular course of employment, nor prevent any individual employee from resigning from the service.

NOTE.—The conference wishes to point out that the continuity of employment in public utilities offers an opportunity for collective bargaining beyond that which has to do with standards only, the usual form in general industry. The kind of collective bargaining here described, and which is practicable in the case of public utilities, is a mutually advantageous extension of the collective bargaining principle into the region of a positive agreement to give and to undertake actual employment.

Since the conference issued its preliminary statement on December 19, 1919, the Congress has dealt with the railway situation by the transportation act, 1920, and a special commission also has been created with respect to bituminous-coal mining. A majority of the conference therefore has deemed it unnecessary to suggest any provisions for the legal prevention of strikes in public utilities in this plan, believing that the continuous operation of such utilities will be secured through the acquiescence of employees in the workings of the machinery created by the plan, especially when voluntarily invoked or accepted by them.

Mr. Gregory, however, feels that the continuous operation of railroads and other transportation systems, of water, light, gas, telegraph and telephone plants, and of groups of coal mines, all essential to the convenience and frequently the very existence of the general public, should be assured. He considers that the conference has provided fair and adequate machinery for the prompt adjustment of disputes between employer and employee.

He was willing to accept a plan which would have made lockouts and strikes in these essential industries unlawful during the time the proposed tribunals were seeking to determine and publish the facts and settle the issues involved, and during the subsequent brief period within which the parties to the controversy were to accept or reject the award made, and during the period covered by the award in case both parties accepted it.

He considers that the plan adopted furnishes no real guaranty that either of the contesting forces, even after having voluntarily submitted its contentions to the tribunals, and even while representatives of its own unrestricted choosing are sitting as judges and participating in an effort to settle the dispute by a decision which must be unanimous in order to be binding, shall not repudiate these tribunals and thereby precipitate the very situation which the proposed machinery is intended to prevent.

He feels that the furnishing of such a guaranty was implied in the following language of the preliminary statement of the conference:

"The continuous operation of public utilities is vital to public welfare. As the capital invested is employed in public use, so is the labor engaged in public service; and the withdrawal of either with the result of suspending service makes the people the real victim. While continuous operation of all utilities is conducive to the general convenience of the people, that of some of them is essential to their very existence. Of the latter class the railways are a conspicuous example and bear the same relation to the body politic as do the arteries to the human body. Suspension produces practical social and economic anarchy and may impose hardship even to the point of starvation upon large sections of the community. The interruption in such essential public utilities is intolerable."

Mr. Stuart shares the views of Mr. Gregory, except as to their applicability to coal mines, which are not public utilities.

PUBLIC EMPLOYEES.

The plan for general industry shall be applicable to public employees to the extent and with the substantial modifications following. The Secretary of Commerce and the Secretary of Labor acting together shall provide regional panels of persons who are broadly familiar with the different classes of services performed by public employees in the region. If any State desires to avail itself of this machinery, the governor of the State shall name such panels for use in connection with any question affecting the public employees of that State.

The regional adjustment conference shall consist of two representatives from the legislative branch of the Government authorized by law to make appropriations, two representatives from that branch or department of the Government which is in the position of employer, two representatives from the employees in the class of public service in which the question arises, and two members to be selected by the representatives of the employees from the first 12 names on the general panel.

A regional adjustment conference shall be convened by the chairman on the request of the administrative head of any department of the Government standing in the relation of employer, or on the request of such a substantial number of the employees as to satisfy the chairman that the question is of sufficient importance to justify the convening of a regional adjustment conference.

If the regional adjustment conference reaches an agreement, its report shall take the form of a recommendation to the appropriate legislative body, as a basis for appropriations. If the conference does not reach an agreement, no report shall be made, unless the legislative body shall request such report.

The appropriate governmental authority shall, from time to time, designate the classes of public employees which are to be subject to the plan.

In the case of public employees there shall be no board of inquiry, but all material facts and information shall be made available to the regional adjustment conference. There shall be no appeal to the National Industrial Board, and no reference to an umpire.

IV. OTHER PROBLEMS AFFECTING THE EMPLOYMENT RELATIONSHIP.

1. THE DEVELOPMENT OF INDUSTRIAL RELATIONS.

While the relations between employers and employees are primarily a human problem, the relationship in its legal aspects is one of contract. In the development and establishment of this right of contract on the part of workmen, is written the history of labor.

In the early days of civilization work was performed largely by slaves. No employment contract then generally obtained, because the employer was the owner not only of the land and the implements of production, but of the workmen themselves. It is significant, however, that as early in history as 500 B. C. engineering works were constructed, at least partially, by free workmen employed under contract. As human beings gradually emerged from slavery, the rights of the employed were slowly extended. But for many centuries the limitations on these rights were so substantial as narrowly to limit the degree of freedom.

Though serfdom became the prevailing condition for the employed during the Middle Ages, custom and economic requirements produced checks on the sway of the masters which proved to some extent effectual, even when legal protection was insufficient. With the coming of an industrial and commercial age, serfs were gradually emancipated and the institution of serfdom melted away. Through this long process the worker slowly advanced from one kind of servitude to another less galling, and his right to contract for employment became gradually less subject to restraint. It was not, however, until within the memory of men still living that it ceased to be a penal offense, under the laws of England and in some of our States, for two or more workmen to combine to quit work, in order to secure increased wages or improved working conditions.

Modern large-scale production and the introduction of the great corporation have brought also the organization of labor into strong associations, which may contract with employers for employees as a group. The process of development goes on and employers and employees slowly advance toward the larger liberties and the more serious responsibilities which follow.

It may aid in comprehending the work of the conference to recall that the present condition of freedom has come about not so much from positive laws as from the removal of restrictions which the laws impose upon the rights and the freedom of men. The conference confesses that in the prosecution of its work it has been animated by a profound conviction that this freedom that has been wrought out after many centuries of struggle should be preserved.

2. COLLECTIVE BARGAINING.

Two of the most highly controversial questions which have come before the conference are collective bargaining and the obligation to carry out the collective bargain when made.

The term "collective bargaining" as herein used means negotiation between an employer or an association of employers on the one side and the employees acting as a group on the other. There are two types of collective bargaining as thus defined—one in which the employees act as a group through the trade or labor union, the other

in which they act as a group through some other plan of employee representation.

An analysis of the heated controversies that are current with reference to collective bargaining indicates that the employees place the emphasis on the right of wage earners to bargain collectively, and that the employers place the emphasis on the right of employers to bargain or refuse to bargain collectively at their discretion.

The conference believes that the matter is not advanced materially by the assertion of the right on the one side to bargain collectively, or on the other side of the right to refuse to bargain collectively; as abstract rights both undoubtedly exist. The real question, however, is whether as a matter of policy better relationships between employers and employees will be promoted and a more effective industrial organization for the Nation will be brought about if a system of collective bargaining is adopted.

On the question of policy the principal difference relates to the machinery through which the collective bargaining is carried out. While there are some employers who still insist upon the policy of dealing with their employees individually and not as a group, we think their number is diminishing. Many employers, however, object to collective bargaining through the trade-union on the ground that its agents are often not truly representative of their employees; that they are often uninformed in regard to the technical details of the business involved; and that instead of feeling concern for the success of this business upon which the welfare of the employees as well as of the employers vitally depends, they care primarily for the success of the unions which they represent.

On the other hand, employees often object to collective bargaining through employee representatives, on the ground that such spokesmen, because themselves employees, are too dependent upon the employer, and too much under his influence to be good negotiators.

The conference is in favor of the policy of collective bargaining. It sees in a frank acceptance of this principle the most helpful approach to industrial peace. It believes that the great body of the employers of the country accept this principle. The difference of opinion appears in regard to the method of representation. In the plan proposed by the conference for the adjustment of disputes, provision is made for the unrestricted selection of representatives by employees, and at the same time provision is also made to insure that the representatives of employees in fact represent the majority of the employees, in order that they may be able to bind them in good faith. The conference believes that the difficulties can be overcome and the advantages of collective bargaining secured if employers and employees will honestly attempt to substitute for an unyielding, contentious attitude, a spirit of cooperation with reference to those aspects of the employment relation where their interests are not really opposed but mutual.

Essential to the success of collective bargaining is a clear realization by both sides, of the obligations which it imposes, and of the limitations of these obligations. The collective bargain usually relates to standards only, such as the rate of wages to be paid, the hours to constitute a day's work, and the conditions under which the work is to be performed. There is also usually a specified time during

which the agreed standards are to be maintained. The agreement imposes on the employer the obligation to observe these standards if he provides work. It does not bind him to provide work. Similarly, it imposes on employees the obligation to accept the agreed standards so long as they remain at work. It does not bind them to continue in employment.

Under a collective bargain establishing standards, an employer acting in good faith may close down his plant, in whole or in part, without breach of his obligation. On their side the employees may resign their positions without breach of their obligation. In such case the employer, however, is free to fill without interference the positions so voluntarily vacated.

The obligation involved in a collective agreement on standards is sometimes thought of as a binding agreement by which the employees are obliged to continue in employment, although the right of the employer to shut down his plant has rarely been questioned. This is a one-sided interpretation of the agreement which would give the employer, without any reciprocal obligation, a virtual call on the services of his employees. Such an interpretation is obviously unfair.

The above statements do not mean that during the period of the agreement the employer may "lockout" or the employees may "strike," the purpose being to change the standards by means of economic pressure. A "strike" is not merely a withdrawal from employment; it is an effort to secure better terms for the positions held. Similarly, a "lockout" is something more than a temporary discontinuance of production; it is an attempt to force employees to accept lower standards. Both involve breach of a collective bargain on standards and are unjustifiable.

The conference has given a great deal of consideration to the whole question of enforcement of collective bargains once entered upon. As shown above, bargains of this character do not lend themselves readily to legal enforcement. The social and legal forces that surround the problem are of the most complex order and must be a matter of development in the community. The conference believes that for the present at least enforcement must rest substantially upon good faith. It is obvious that the essence of success in collective bargaining lies in the fidelity of both sides to agreements.

3. HOURS OF LABOR.

Hours of labor, wages, and women and children in industry should be approached from the aspect both of the health and welfare of the workers, and of the efficient use of the country's resources in man power over a prolonged period of time. The Nation is not interested primarily in what one or another body of its citizens may believe to be for their immediate personal advantage; it is interested fundamentally in the progressive development of the physical, mental, and spiritual well-being of its citizens. The question as to what constitutes this well-being under the complicated conditions of modern industrial life can not be easily determined offhand, but must be based upon a body of fact, accurately ascertained from experience.

The problem of hours has undergone a fundamental change through the introduction of large-scale factory production and the growing concentration of our population in cities. Men and women can work relatively long hours at work which is interesting, which

calls upon their various energies, which gives some opportunity for creative self-expression. Work which is repetitive, monotonous, and conducted under the confining indoor conditions of even the best industrial plant, especially where the plant is located at a distance from the homes of the workers, makes much more exacting physical and nervous demands. If the inevitable conditions of modern industry do not offer variety and continuing interest, the worker should have hours short enough for more recreation and for greater contact with his fellow men outside of working hours.

Studies should be made in each industry (preferably by the industry, but in its default, by the appropriate Government agency) of the problem of industrial fatigue in relation to production, to determine on the basis of experience, first, what schedule of hours is consistent with the health and well-being of the workers; and, second, the hour schedule within the above limitations which will afford the maximum productivity in the industry. It should be recognized by employees and employers, and primarily by the public, that hours schedules which are below the standard of maximum productivity must necessarily reduce the total industrial product and consequently reduce the standard of living or increase prices. Such reduction in all industry will necessarily reduce the total industrial product of the Nation and the standard of living will be reduced by that much below the attainable maximum. This fact should be taken into account in connection with the advantages, in other directions, to the worker which may accrue from such a shortening of hours.

Studies which have already been made in some industries indicate that long hours do not in general result in maximum production. The conference believes that some industries are now operating, in part at least, on hours schedules which are above the standard of maximum productivity, and which in any case do not allow employees proper opportunity for rest and recreation. There are large basic industries which still employ substantial numbers of their men in exhausting work for 84 hours per week and longer. Such conditions are opposed to public interest, are contrary to every instinct of human development, and are a pregnant cause for industrial and political unrest. It is perhaps unnecessary to point out that the conditions of various industries make any universal standardization of hours unnecessary and unwise. For example, the seasonal and intermittent nature of agricultural work and the fact that it is carried on under out-of-door conditions which are not essentially detrimental to the well-being of the worker would naturally exclude agriculture from the class of industries in which the work is confining and repetitive.

The conference believes that experience has demonstrated that in fixing hours of labor in industrial establishments at a point consistent with the health of the employees, and with proper opportunity for rest and recreation, there should in all cases be provision for one day's rest in seven.

The conference believes that in most factories, mines, and workshops, and especially in repetitive work, the present trend of practice favors a schedule of hours of not more than 48 hours per week.

The conference does not think that a schedule of hours substantially less than the 48-hour standard now in operation is at this time

desirable, except in industries where a scientific study of the problem on the basis already outlined, indicates that such reduction is necessary for the protection of the health and safety of the workers and is in the public interest.

The practice in some industries, of arranging by mutual agreement of employer and employees for a Saturday half holiday, without reduction of the weekly schedule of hours, has great advantages. Hours of labor schedules should be arranged on a weekly basis, and overtime should not be permitted except in case of temporary emergency.

It should moreover be borne in mind that further reduction of hours below this standard in any industry will throw an extra burden upon other industries, and may especially prejudice agricultural communities who already feel the growing competition of the cities in drawing away workers from the farm.

4. WOMEN IN INDUSTRY.

Women can not enter industry without safeguards additional to those provided for men, if they are to be equally protected. The danger of exploiting their physical and nervous strength with cumulative ill effects upon the next generation, is more serious and the results are more harmful to the community. Special provision is needed to keep their hours within reason, to prohibit night employment in factories and workshops, and to exclude them from those trades offering particular dangers to women.

Where women can and do perform work of equal quality and quantity as compared with that of men under similar conditions, they should receive equal pay. They should not be discriminated against in respect to opportunities for training and advancement, or the representation of their interests.

5. CHILD LABOR.

The Federal Government has already recognized the unsoundness in the economic use of the Nation's resources of permitting the entrance of young children into industry. Such a practice results in the progressive degeneration of the race and tends to impair the human resources of the country on which the coming generation must rely. The matter can not wisely be left to the sole initiative of the separate States. Such a course is not only unfair to the States which have attempted to deal with the problem; it places a premium upon States which are willing to subordinate the future well-being of their citizens to a present questionable competitive advantage in industry.

In considering child labor, as well as in other aspects of the industrial problem, a differentiation should be made between the various employments which children enter. The entrance of children of tender years into a mill or factory tends to stunt their development and injure the race. The argument that the child is thus enabled to learn a trade is unsound; for the trade may be more quickly learned, with greater opportunity for subsequent progress, by a boy of 16 who has spent 10 years in elementary schooling than by a boy who loses the opportunity for intellectual and sound physical development by entering the mill at 10 or 12. On the other hand, the em-

ployment of children in agriculture may, if wisely supervised, develop physique and lay a good foundation for their more formal education in the country school.

But sheer prohibition of child labor is, at best, only a negative attack upon the problem. It is not thoroughly effective in promoting the economic welfare of the Nation unless the time now spent by the child in industry is devoted to adequate schooling and to activity which will develop his physical well-being. We must not only protect our children from the physical degeneration which results from an early entrance into the mill or factory, we must enable them by education to take their place in society.

It is a startling fact that of the 5,516,163 illiterate persons of over 10 years of age in the United States at the last census over 68 per cent were native born. There were approximately as many native-born white illiterates as there were foreign born. The problem is not therefore solely or primarily due to the large influx of foreign men and women from the less literate countries of Europe. It is primarily a condition of illiteracy among our own people, and the lowest percentage of illiteracy (1.1 per cent) was among the native-born children of foreign or mixed parentage.

Not only are the prohibition of child labor and provision for compulsory elementary education complementary; the age limits for those two classes of legislation should be, as far as possible, the same.

Up to the present, the Federal Government has not been able to deal comprehensively with the subject of child labor. The present Federal child-labor tax law imposes a tax of 10 per cent upon the net profits of any mine or quarry which employs children under 16 years of age, and of any manufacturing establishment which employs children under 14. It makes no provision which assures the nonemployment of children in street trades and various blind-alley occupations during the time they should be at school.

The fact that the former Federal child-labor law has been declared unconstitutional should not be interpreted as registering or encouraging popular sentiment against such legislation but rather as occasion for arousing public sentiment in the interests of the rights of childhood.

The intimate relation between these rights and both compulsory education and child-labor legislation suggests that the ideal solution of the problem would be a reasonable uniformity by all the States in their legislation upon these topics. The conference, believing that the education and welfare of the childhood of the country is not entirely a local interest, urges upon all States not having adequate legislation upon child labor and compulsory education that they give these topics prompt and sympathetic consideration. Already in 40 States compulsory education up to the age of 16, with certain exceptions, has been provided for. This has opened the way for consistent legislation upon the question of child labor. Under legislation of this character experience is rapidly demonstrating that the economic, as well as other vital interests of the country, are best conserved by lengthening the period of education. This makes possible a normal physical, intellectual, and social development of the youth of the country.

6. HOUSING.

It is unnecessary to point out the intimate relation which exists between efficient production and the conditions of life to which a man or woman returns at the close of a day's work. When the employees of industry and commerce return to families who are housed in dwellings that are crowded, insanitary, inconvenient, and unlovely, these men and women suffer in health and well-being, and consequently are unable to render that effective productive effort which the Nation needs. The menace of these conditions can not be overlooked. Bad housing creates a destructive restlessness that swells the volume of industrial discontent. The relation of these factors is direct, the consequences obvious.

It must be borne in mind that during the years of the war there was serious retardation of building operations outside of the immediate war-time needs of the country. The cessation of hostilities was followed by a period of industrial readjustment which is resulting in a more rapid extension of the country's plant and factory facilities than has occurred for many years. No proportionate extension of housing facilities is accompanying this rearrangement. The present condition of insufficient housing will therefore be seriously aggravated rather than improved.

Provision for adequate housing is a responsibility which must rest primarily upon the local community. Concerted action in all industrial communities is necessary to deal with the problem. The community, its employees, its employers, its banks, its citizens generally should promptly take stock of their present position and develop such a program as is called for by their local requirements. Measures should be developed to enable employees in permanently located industries to acquire, on proper terms the ownership of their own homes, with protection against the dangers of real estate speculation and exploitation. The States should likewise initiate systematic inquiries into the subject, including the extension of proper building and housing codes, already successfully applied in many localities. The studies of the Federal Government in this field should be continued and emphasized.

7. WAGES.

Considered from the standpoint of public interest, it is fundamental that the basic wages of all employees should be adequate to maintain the employee and his family in reasonable comfort, and with adequate opportunity for the education of his children. When the wages of any group fall below this standard for any length of time the situation becomes dangerous to the well-being of the State. No country that seeks to protect its citizens from the unnecessary ravages of disease, degeneration, and dangerous discontent, can consistently let the unhampered play of opposing forces result in the suppression of wages below a decent subsistence level. Above that point, there may well be a fair field for the play of competition in determining the compensation for special ability, for special strength, or special risk (where risk is unavoidable), but below that point the matter becomes one of which the State for the sake of its own preservation, must take account.

The Nation is interested in the welfare of its citizens not only from the point of view of wages but from the not unrelated one of pro-

ductivity. If, therefore, the conference recommends the establishment of hours and wages on a basis of justice to employees, it must also recommend that the employees do their part in seeing that the productivity of the Nation is safeguarded. The Nation has a right to ask that employees impose no arbitrary limitation of effort in the prosecution of their work. Such limitation decreases the country's output, and if practiced at all generally is bound to result in a decline of the standard of living. It is gratifying that many leaders of organized labor are in agreement as to the unsoundness of such limitation of output and are opposed to its practice.

If it is for the Nation to insure that wages shall not sink below a living level and for employees not to restrict production, it is incumbent upon employers to see that special effort and special ability on the part of their employees receive a stimulating compensation. If increased output and efficiency are met only by a reduction of piece prices, the incentive to such effort is taken away. Employees to do their best work must feel that they are getting a reasonable share of any increased return that they bring the industry. Labor incentive is a factor that it is as shortsighted to ignore as incentive to capital.

From this standpoint the question of methods of wage payment is one that deserves careful study on both sides. Industries which have established facilities for mutual discussion of such questions, whether through unions or other forms of employee representation, are finding that it is possible at the same time to safeguard the worker from exploitation and to safeguard incentive to production.

8. PROFIT SHARING AND GAIN SHARING.

Profit sharing is regarded in some quarters as a complete solution of industrial problems. The conference believes that while it has promise in some directions it can not by itself be considered to be of far-reaching effect. Profit sharing in its simplest form has met with success under certain conditions—sometimes where an unusual personality has contributed to a happy outcome—sometimes where the contribution of individual employees to the profits of an enterprise can be measured with some accuracy. It has proved of beneficial effect when applied to employees occupying executive and management positions and to sales organizations. Its extension to all the employees of typical manufacturing plants meets with difficulties. It is not easy to determine what part of the profits or losses of such plants are attributable to the efforts of the rank and file of the employees or to apportion among them shares of profits which shall be steadily in accord with the spirit and the direct outcome of their individual efforts.

Nevertheless the conference thinks that the field is one in which sincere experiments may add a real knowledge of desirable procedure, and therefore that profit-sharing experiments should be welcomed, particularly when carried out as part of a consistent policy of bringing employer and employee together, and promoting among employees a sense of interest and responsibility. Like employee representation, its usefulness depends on the spirit in which it is organized and administered. A mechanical application, especially when accompanied with pretentious announcements and claims, may do more

harm than good. The conference can not see in profit sharing anything in the nature of a panacea, but it believes that, properly adapted to the character of the individual business, and carried out in a spirit of genuine mutuality, it may often better industrial relations. In order to accomplish the result aimed at, the allotted shares of profit obviously should be supplements to fair wages, and in no sense a substitute for fair wages, or in lieu of deductions therefrom.

There has been some promising experience in the cognate field of gain sharing. Here the employees in a particular department or subdepartment share in the gains in production and in reductions of cost which are accomplished by the joint efforts of the management and themselves. Under such plans the employees can see clearly the immediate relation between their own efforts, and the resulting return. There enter no complicating factors of gains and losses made in the purchasing and selling departments for which the productive shop employees are in no way responsible. And here also the distribution to employees can be made at such frequent intervals as to bring into more immediate relation the effort and the return.

9. THRIFT AGENCIES.

Good industrial management on the part of a nation will analyze preventable human losses and provide adequate resources for meeting them. Such losses in human efficiency could be lessened by more adequate agencies to promote thrift, in connection with provision against illness, old age, premature death, and industrial accident.

There have been many plans of health insurance and old-age insurance elaborated in other parts of the world and advocated in the United States. Without discussing whether such plans, when based upon Government subsidy or compulsory action, are consonant with American ideals, the conference believes that an extension and simplification of the insurance principle as a means of promoting thrift, saving, and independence would be advantageous to the people. The alternative to such insurance against sickness and old age lies in a wage adequate to cover these items. The conference therefore suggests that the Federal Government should inaugurate a careful, authoritative investigation on the whole subject.

It feels that such investigation could well include such items as the possibility of converting the great multitude of small Liberty loan investments in the country, with all the attendant difficulty of collecting small amounts of interest, into some form of old-age annuities. Such measures would extend the investment of savings in Government securities, would be more economical in administration than present direct bond investments, and would be more stimulative to thrift and saving. A policy of this sort would furnish a method by which many industrial concerns and their agencies, which are endeavoring to make provision out of profits for old-age security of their employees, could find a safe and helpful avenue for such investment.

The problem of health and of old-age insurance and its promotion by some means consonant with national ideals demands consideration. If such means can be devised they will furnish a relief to the States in the care of the ill, the indigent, and the aged.

The entire subject needs careful investigation and public discussion which could with great advantage be promoted by the Federal Government.

10. INFLATION AND THE HIGH COST OF LIVING.

A prolific cause of unrest is the disturbance of economic equilibrium through the rapid increase in the cost of living. Remedy for this evil must be gradual, for sudden reduction of prices only comes through financial and industrial crises, which result in unemployment and suffering.

Increase in production during the past five years has not been at all commensurate with the expansion of currency and credits through war finance. Inflation during the past year, moreover, has proceeded at an increased rate in the face of reduced production.

While the rise in the price of commodities parallels the increase in credit and currency inflation, and may by some be regarded as an effect and not a cause and due to the shortage in world production, yet the parallel between the two sets of figures is illuminating.

Inflation must be dealt with through the wise restriction of credits by the banks, by increased production, and by saving and economy in consumption. If these forces were brought into play, speculation and profiteering would recede and the cost of living decrease. The readjustment must be gradual, or it will involve industrial and financial disturbances that will result in widespread unemployment and great hardship. If the advance of inflation is stopped, the opportunity for speculation will be diminished and amelioration of the situation will ensue without disturbance.

Since changes in the cost of living, and the readjustments they make necessary, must continue to be significant, it is vitally important that the Government maintain and even extend its machinery for investigating and reporting upon this phase of the industrial situation. The need for trustworthy and properly digested information in this field is necessarily an expanding need. During the war, the Government made periodic investigations of the cost of living in the industrial centers of the country, as related to family budgets. Exact and reliable information is equally important during the period of reconstruction through which we are now passing. In their commendable purpose of bringing the activities and expenditures of government back to a peace basis, those responsible for controlling appropriations are justified in giving full recognition to this fact. The conference hopes that adequate appropriations for the continuance of effective investigation work and the publication of results may not be lacking.

11. PUBLIC EMPLOYEES.

When men and women enter the public service they become a part of the machinery of Government, and servants of the people. Continuous and effective service by these employees is not only essential, but constitutes the functioning of government. Even the right of the individual to retire is limited by his duty to give due notice, dependent upon the character of his service, so that there may be no cessation in its performance. Concerted retirement of any particular group from their post of duty may result in the paralysis of important public functions, and is nothing less than a blow at the

Government itself struck by those on whom rests the obligation of helping to conduct it.

The Government is entitled to the best quality of service, and, to be assured of this, there should be frank recognitions of the right of its employees to just compensation. Salaries or wages not properly comparable with those paid in private employment naturally results in failure to attract to and retain in these positions the best qualified employees, and result also in discontent reflected in an impaired service.

The increased cost of living since 1914 has fallen heavily upon professional, clerical, and administrative employees. Some overdue readjustments have lately been made, or are in process of being made, yet the fact remains that, as the cost of the necessaries of life has mounted, many classes of salaried Government servants have not received the relief that has been given in many branches of private employment.

Among those employees who suffer most acutely have been the teachers in our schools. Their situation in many parts of the country has become deplorable. Thousands of them, trained in their profession, with a high and honorable pride in it, have been literally forced to leave it, and to resign what had been their hope not of wealth but of loyal service in building the foundation of knowledge and character upon which our national strength must rest. In consequence there is everywhere a shortage of teachers. An inquiry made by the Bureau of Education showed that in January, 1920, more than 18,000 teachers' positions in the public schools of the country were then vacant because the teachers to fill them could not be had. Over 42,000 positions are filled, in order that they may be filled at all, by teachers whose qualifications are below the minimum standard of requirement in the several States. It is the estimate of the Commissioner of Education that more than 300,000 of the 650,000 school-teachers of the country are to-day "below any reasonable minimum standard of qualifications." Many of those who remain in our schools receive less pay than common laborers, despite the long years of preparation for their profession that they have undertaken. This situation is a national menace. It is useless to talk of Americanization and of the diminution of illiteracy and other national educational problems, unless it is faced at once.

The conduct of the great body of these public employees, under conditions which have brought acute hardship in many instances, has demonstrated their loyalty to the sound principle that there should be no interference with the continuous functions of the Government.

Since the principle involved requires the surrender of resort to the strike, the obligation of providing means whereby their interests may be safeguarded and their grievances given prompt and effective consideration is emphasized. Unless Government employees are fairly treated, we can not expect from them the conscientious attitude toward their work which produces the highest efficiency. The Government must be a just employer.

The conference believes that the present method of fixing the compesation of many public employees is inadequate, and that it does not provide for that periodical revision which is essential when the cost of living, and the consequent purchasing power of wages, are

shifting rapidly. Therefore it has attached to its proposed plan of adjustment a section in which provision is made for meeting this need. Findings of any adjustment machinery in the case of public employees must necessarily have the force merely of recommendations to the Government agency having power to fix wages, hours, and working conditions of the employees concerned. As a matter of principle, Government is not in a position to permit its relations with its employees to be fixed by arbitration. The plan as modified therefore avoids arbitration. There is in the case of public employees no appeal to the National Industrial Board and no reference to an umpire. The board of inquiry is also omitted from the modified plan.

It is desirable that the utmost liberty of action should be accorded Government employees, wholly consistent, however, with the obligations they are under to the state. No objection should be interposed to their association for mutual protection, the advancement of their common interests, and the presentation of grievances. On the other hand, the Government has a right to expect and to receive from them undivided loyalty.

Government employees individually are free to leave the service, but no group should be permitted to strike or to threaten concerted cessation of work. This opinion is expressed in the constitutions of a number of employees' organizations, and the principle should be generally accepted.

The further question arises as to the propriety of such organizations or their members affiliating with other organizations who hold to the right to strike.

Policemen and others whose duties relate to the administration of justice and the preservation of life and property should not join, or retain active membership in, or be affiliated with organizations that resort to the strike. This conclusion is based upon the principle that they should be above any suspicion in the public mind of partiality in the discharge of their official duties.

For many years union labor refused to grant charters to policemen's unions, and this policy has the stamp of public approval to-day.

The case of members of fire departments is analogous. Their functions are closely associated with those of the police. They are likewise charged with the protection of life and property and are subject to call in case of riot. Although for some years charters have been granted to firemen's unions by organized labor, a number of these have lately been surrendered in deference to the weight of public opinion.

In denying to policemen and others, whose duties relate to the administration of justice, and the preservation of life and property, the privilege of striking, and of affiliating with outside labor organizations, society must recognize that a double emphasis is placed upon the obligation fairly to compensate these special public servants, and to insure the prompt consideration of the grievances which they may individually, or by right of association among themselves, collectively present.

The conference has been unable to agree upon any recommendation as to the propriety of the affiliation of other classes of public employees with organizations which resort to or support the strike.

12. AGRICULTURE.

In urging greater production as vital to the general prosperity, it should be kept in mind that the large issue of agricultural production is profoundly influenced by the competitive conditions between the factory and the farm, as to wages, hours, and conditions of work. Any condition which puts hired help beyond the ability of the farmer to afford, thus limiting food production to that possible with the farmer's own labor and that of his family, will emphasize the tendency to reduce agricultural production, to lower the efficiency of the farm, to modify unfavorably the American standards of farm life, and to increase the cost of living. Any condition that reduces the buying power of farmers as a whole will tend to destroy a well balanced economic relation between industrial and agricultural producers, under which each should be the largest and best customers for the products of the other.

The insistent demand for reduction of the cost of living has directed attention to the fact that the cost of material is but a small part of the cost to the ultimate consumer. On the farm the increased cost of the materials consumed, of labor, of fertilizers, of machinery and of the other factors of production has greatly increased the cost of production. There can be no substantial reduction in the price of farm products until the factors entering into the farmer's cost have been taken into account. The gross receipts of the farm are a false standard by which to measure the farmer's pay for his own labor or the returns on his investment. Any adjustment of economic relations which overlooks these fundamental conditions will, in the effort to allay unrest in one circle, tend to increase it in another.

There is a broad national problem in the disparity of human effort applied to agriculture and that applied to general industry. If the conditions of labor and effort in general industry are to be relaxed below the standards in agriculture, it can only result in an increased burden on agriculture, with a sequel of diminished agricultural production. If, under such disparity of effort, general industry can still find an outlet for its commodities in export trade, it means ultimately the dependence of the United States on imported food. It means the upbuilding of large industrial centers, with all their train of human problems.

From the standpoint of the physical and moral development of the people as a whole, the conference believes it would be a disaster to exaggerate industrial development at the cost of agriculture. The industrial population can look forward neither to ultimate safety nor to an increasing standard of living from such a shift of national activities.

The present system of distributing foodstuffs in the United States imposes an unnecessarily large cost upon consumers and reacts to depress the returns from agriculture. A considerable portion of this cost of distribution arises necessarily from the wide separation of food-producing areas from the centers of population. Other necessary items of cost arise out of the fact that products can not always be marketed at the season when they are produced, and therefore have to be stored. There are, however, in the inevitable chain of distribution and inherent speculation many unnecessary links.

The present distribution of food is inherently and necessarily upon a speculative basis, because each agency that handles the product is speculating upon its ability to find supplies on the one hand and customers on the other. The conference believes that cooperation among consumers in the purchase of their supplies, and among producers in the marketing of their products, will tend to stabilize both demand and supply, and offer legitimate opportunity for reduction in the margin between producer and consumer.

18. UNEMPLOYMENT AND PART-TIME EMPLOYMENT.

One fundamental problem which underlies any consideration of the effective use of the productive capacities of our country is the problem of unemployment. So long as a great body of men and women capable of doing productive work are unemployed, the total industrial output of the Nation will be by that much less than the attainable maximum.

The human side of the problem is even more important than its economic aspects. Economic aspects are important only because of their relation to human welfare. The fear of unemployment is the permanent pervading background for a large number of our population. The fact of unemployment is a breeder of discontent, resentment, and bitterness.

There is no single solution. Urgent need exists for an immediate and thorough study of the problem by individual industries so that analysis of the conditions in each may suggest appropriate measures of amelioration. Otherwise the country will be confronted with the demand for legislation still on trial in those countries which have adopted it, and will be without the information necessary to a wise choice of remedies. The situation presents a challenge to American ingenuity and initiative to develop methods suitable to our industrial fabric and consonant with American institutions.

Part-time employment is closely related to unemployment. Its principal causes are, first, seasonal demand for the products; second, insufficient car supply at the time when delivery is required; third, individual or collective dissatisfaction with the wages and conditions of employment; fourth, breakage in the equipment of the plant. The aggregate economic loss from these causes is enormous, and the individual hardships produced are frequently important factors in industrial unrest.

Earnest and partially successful efforts are being put forth in the needle trades to overcome the injurious effects of seasonal occupation by using the product as a basis of credit to finance continuous operations instead of rushing the work in four separate seasons within the year. Methods are now being devised by the coal commission to solve the first and second questions in connection with coal-mining operations by having the railroads, public utilities, steel plants, and other large consumers purchase and store the largest portion of their coal supply during the dull season in the trade, thereby relieving the congestion during the busy season and making the car supply more universally available throughout the year. The need for such steps is emphasized by the fact that in the bituminous coal industry there is apparently a loss, through broken time, of approximately 90 days

per employee per year. As a result of this condition, 30 per cent more men than would otherwise be needed are engaged in mining the country's coal, and the wages of the men are consequently less than the attainable maximum.

The present efforts embody the first systematic attempt to find a remedy. The experiments have not been of sufficient magnitude or duration to give a proper estimate of the possible results, but the conference is of the opinion that efforts of this character should be encouraged in all of the industries that lend themselves to such arrangements, and methods should be provided by which credits can be furnished for carrying the purpose into effect, properly safeguarded to protect the public against hoarding a greater amount of material than the ensuing period of seasonal demand can absorb.

There are certain fields of activity in which these methods can not be applied, such as the building industry, but even in these fields substantial relief can be obtained. It is well known that a considerable number of men engaged in building occupations are, by virtue of the nature of the work, compelled to move from place to place where buildings are being erected, in order to secure a maximum of employment. They have, therefore, in many instances acquired migratory habits. Building operations are no longer purely local. Such enterprises frequently extend into a number of States, east and west, north and south. By a common understanding among architects, builders, and workmen, outdoor work in the South can be planned for and conducted during the late fall, winter, and early spring, so as to provide for the surplus migratory labor from the North. The work in the North can be so arranged as to get the largest possible amount under cover before the inclemency of winter prevents outdoor operations. By this means employment can be provided during the dull season for a very considerable amount of resident labor.

The erection of public works by Government, local and Federal, has a direct relation to the subject, and may be made one of the most useful approaches to the general problem of unemployment and part-time employment. If large public works programs are undertaken at times either of general unemployment or of local seasonal periods of low employment demand, they will provide substitute employment for large numbers of men, and substantially reduce the individual hardships of the workers and the economic loss to the community. If, on the other hand, programs of road building and other public work are initiated at times of general industrial activity, and at seasons of high agricultural demand for labor, the activities of the State may seriously hamper private initiative, may place an unnecessary burden upon farmers, and will preclude the possibility of applying such work to alleviate unemployment.

The third cause, namely, individual or collective dissatisfaction with the wages and conditions of employment, leads into the consideration of one of the great phenomena in American industrial life—the so-called turnover of labor. There is no other country in the world where the turnover of labor is so tremendous. In normal times it is nothing unusual to find establishments in which the turnover is 200 to 300 per cent per annum; that is, in which it requires the hiring of 200 to 300 workmen during the year to maintain an organization of 100. Such a condition naturally reduces efficiency.

There is not only the loss of time incident to the change of men, but no man can be thoroughly efficient in his job until he has become familiar with his machine, his shop, the characteristics of his shop-mates and foreman, and the hundred and one other details that go to make up the sum total of his shop surroundings. Turnover is the individualistic strike. It represents the unorganized workman dissatisfied with conditions, or the organized workman unable or unwilling to interest his fellows in a collective protest. It produces in the aggregate much more loss of time than is involved in all of the strikes of trade-unions, or spontaneous collective protest. The causes are numerous and vary with different shops and different communities. They may exist within the shop itself or in the conditions outside the shop. The lack of proper housing and transportation facilities increases the movement of workmen from job to job. Instances of this sort are on record in which the turnover has been as high as 100 per cent a week for a prolonged period. No efficiency can be obtained under such circumstances.

The conference recommends that some agency in every establishment be specifically intrusted with the duty of inquiring into and, as far as possible, correcting the conditions that produce such grave and undesirable results.

The fourth cause, namely, breakage in the equipment of the plant, is so directly a problem of management, and has such immediate bearing upon the return on the capital invested, that engineering skill is being continuously applied to reduce it to a minimum. Except as concerns safety, this cause therefore, may be properly intrusted to the intelligent self-interest of the management. Where that is not sufficient to promote safety, it is the duty of the State to step in, as it has done very generally, and use its police powers in protecting the health and safety of workers.

14. PUBLIC EMPLOYMENT CLEARING HOUSE.

The problem of unemployment is aggravated by the fact that at the present time there is no adequate method for mobilizing such a so-called labor reserve as, in spite of all efforts to reduce unemployment, may at any given time actually exist. At the present time there are many labor reserves, but no mobilized reserve. The creation of a Federal Reserve System in banking has mobilized and coordinated the Nation's credit reserves. Under such a system the Nation can transact a larger volume of business on a given capital and credit than would be attainable under a system of separate banks acting individually in their localities. Similarly the country's productive capacity can be increased by the creation of a unified system of labor exchanges, making what is in effect a single labor reserve that can be drawn on by industry in any part of the Nation.

The conference recommends establishing a system of employment exchanges, municipal, State, and Federal, which shall in effect create a national employment service. The employment problem is in the first instance a local problem. The first objective must be the placement of local men in local establishments in order to keep as large a number of the employees as possible at home with their families. But no purely local approach to the problem is, or can be effective. Labor surplus and labor shortage exist side by side

within the country at the same time, although not necessarily within the same State. Carpenters or machinists may be out of work in Chicago at the same time that there is a demand for such artisans in Pennsylvania.

Perhaps more important is the constant problem of bringing labor from the towns and cities to the farms, both locally, and in times of great seasonal demand for farm operations when the need of the farmer requires the more extensive transfer of labor, from both his own and neighboring States.

Experience during the war has proved these general principles to be true in a period of high employment demand; they are even more generally applicable in normal times. Until a system shall exist for the gathering of information by the municipalities and States, and its exchange through a Federal agency, jobs will be seeking workers and workers seeking jobs at the same time, but at different places, and a consequent national loss in production will result.

The matter is not and can not be satisfactorily dealt with merely by private agencies, local and competitive in character, and operating at best within a narrow geographic field. The Nation has so vital and persisting an interest in maintaining the industrial product, and in reducing the hardships due to unemployment, that it must interest itself in the problem.

At the present times 17 States maintain public employment offices. The work of these agencies was coordinated during the period of the war through the United States Employment Service—a Federal agency which furthermore opened offices in States having no State service, and thus established a system national in scope. This system has virtually lapsed with the return of the country to a peace footing.

To secure decentralized administration in the States, under the supervision of its citizens, to avoid the establishment of a Federal bureaucracy, to foster the development of such service throughout the Nation, the conference recommends the enactment of appropriate legislation by the Congress, making provision for an employment clearing house under Federal control, which shall allot to the several States that have established, or shall establish State employment offices, their proportionate share of the Federal appropriation, but not exceeding to any State the amount that shall be appropriated from State funds for this purpose. This cooperative relation between Federal and State Governments has been followed in other fields and may well be extended to the employment field.

Such a service, if it is to succeed, must obviously have the full cooperation of employers and employees. The war emergency developed some weaknesses in administration, which in the opinion of the conference can wisely be corrected in the light of such experience. To justify the cooperation of both parties the needs of both must be served impartially. To insure such service the conference recommends that committees equally representative of employers and employees be selected to advise and assist in administration.

V. CONCLUSION.

In presenting these recommendations the conference desires to emphasize that they are not merely designed to tide over a troublesome period of economic readjustment. Many of the evils which we have

pointed out were in existence before the war, and will remain in existence if steps are not taken to remedy them. The machinery of cooperation and adjustment which we recommend we believe to have permanent value as an agency of industrial progress. At the same time, it should be borne in mind that to-day, when the sense of the magnitude and danger of social unrest is still acutely upon us, when we have not yet reverted to settled habits of thought and action, when our economic life is still in a state of readjustment, it may be possible to establish ideals and set up machinery which the inertia of a later day may defeat. Not with any feeling of panic, not with any hysterical haste, but sanely and sensibly we urge that these reforms be put into effect. And we do so with the belief that they will not only contribute largely toward the elimination of the causes of industrial strife, but that they will make for the introduction, in American industry, of those democratic principles which constitute the most precious heritage of the American citizen.

WILLIAM B. WILSON, *Chairman.*
HERBERT HOOVER, *Vice Chairman.*

MARTIN H. GLYNN.
THOMAS W. GREGORY.
RICHARD HOOKER.
STANLEY KING.
SAMUEL W. McCALL.
HENRY M. ROBINSON.
JULIUS ROSENWALD.
GEORGE T. SLADE.
OSCAR S. STRAUS.
HENRY C. STUART.
WILLIAM O. THOMPSON.
FRANK W. TAUSSIG.
HENRY J. WATERS.
GEORGE W. WICKERSHAM.
OWEN D. YOUNG.

WILLARD E. HOTCHKISS,
HENRY R. SEAGER,
Executive Secretaries.

MARCH 6, 1920.

REPORT

OF THE

COMMISSIONER OF LABOR STATISTICS

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REPORT

OF THE

COMMISSIONER OF LABOR STATISTICS.

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF LABOR STATISTICS,
Washington, September 15, 1920.

SIR: I submit herewith my report on the work of the Bureau of Labor Statistics for the fiscal year ended June 30, 1920. The number of publications issued and the number of pages printed were about the same as in the preceding fiscal year.

The data obtained in two extensive surveys, undertaken under the direct authorization of the President and made by the bureau in the preceding fiscal year, have been tabulated and the results published in summary form in various issues of the Monthly Labor Review. These surveys are the Nation-wide cost-of-living study, furnishing at the time a correct basis for wage adjustments, and the industrial survey, a study of actual wages, hours of labor, and employment conditions in the most important industries in the country, distributed throughout 41 States and the District of Columbia.

For the purpose of furnishing information for use by the Joint Commission of Congress on Reclassification of Salaries, a comprehensive study was made during the year to determine the cost of maintaining the family of a Government employee and also a single woman and a single man in the clerical service of the Government in Washington, D. C., at a level of health and decency, and quantity and cost budgets (prices secured in August and September, 1919) were compiled and issued. In addition, a minimum quantity budget necessary to maintain a worker's family of five in health and decency was prepared and published.

The bureau has continued its efforts toward the standardizing and harmonizing of State labor legislation and administration, and through the active cooperation of the Commissioner of Labor Statistics with the International Association of Industrial Accident Boards and Commissions and persistent efforts along all lines of labor legislation and administration, much has been accomplished toward this end. The bureau, through one of its agents, has aided some of the State compensation commissions in establishing statistical departments and others in reorganizing their statistical methods. Cooperation with State labor bodies has been maintained through a systematic correspondence. Besides much research work that has been carried on to supply information along labor lines requested by Members of Congress and other interested persons, a great deal of documentary material, as well as publications and periodicals relating to labor accumulated by the bureau, has been made available to all those seeking information on such matters.

At the end of the fiscal year 1920 there had been issued in completed form 13 bulletins and 12 numbers of the Monthly Labor Review. The 25 publications issued contained 7,537 pages of printed matter, 44 illustrations, 59 charts, 4 outline maps, and 1 text chart.

The number of pages of printed matter issued by the bureau for the fiscal years 1910 to 1920 is given in the following summary statement:

Fiscal year ended June 30—	Pages.
1910	2,822
1911	8,418
1912	7,106
1913	7,040
1914	3,456
1915	8,154
1916	7,494
1917	6,168
1918	10,671
1919	7,045
1920	7,537

BULLETINS ISSUED DURING THE FISCAL YEAR 1920.

In the series "Wages and hours of labor" six bulletins were issued: No. 252, presenting rates of wages, hours worked, and earnings of employees in the slaughtering and meat-packing industry, and including a description of the departments and occupations in the industry; No. 259, giving the union scales of wages and hours of labor prevailing on May 15, 1918, of 826,638 union members in the principal trades and occupations in 58 important industrial cities in the United States; Nos. 260, 261, and 262, presenting rates of wages (or earnings) per hour, hours of labor per week, and full-time and actual weekly earnings in the year 1918, in the boot and shoe industry, woolen and worsted goods manufacturing, and cotton-goods manufacturing and finishing, respectively; and No. 265, containing a summary report on the wages and hours of labor in 28 industries included in the industrial survey undertaken by the Bureau of Labor Statistics at the request of the War Industries Board.

One bulletin (No. 264), a report of the proceedings of the fifth annual meeting of the International Association of Industrial Accident Boards and Commissions, held at Madison, Wis., September 24–27, 1918, was issued in the series "Workmen's insurance and compensation."

In the "Industrial accidents and hygiene" series two bulletins were printed: No. 251 (supplementary to Vol. XIV of the Senate report on the condition of woman and child wage earners in the United States (S. Doc. 301, 62d Cong., 2d sess.), prepared under the direction of the Commissioner of Labor), is a study of preventable death in the cotton manufacturing industry; and No. 256, "Accidents and accident prevention in machine building," is a revision of Bulletin No. 216.

In the series "Labor laws of the United States" two bulletins were published: No. 257, which reviews the labor legislation enacted by the legislative bodies of the States and the Federal Government and reproduces such legislation, and No. 258, which reviews the decisions of courts and opinions affecting labor, 1918, and presents in abridged

form such decisions of the courts and opinions of the Attorney General of the United States.

In Bulletin No. 255, "Joint industrial councils in Great Britain," the only bulletin issued in the series "Labor as affected by the war," the official reports, statements of policy, recommendations, etc., relating to joint industrial councils issued by the British Government, have been brought together, in order that industry may become acquainted with a movement in Great Britain which offers opportunity for labor and capital to compose many of their differences and to get together on questions which vitally affect the interests and well-being of each.

One bulletin was issued in the "Miscellaneous" series, No. 254, a revised translation of a pamphlet on international labor legislation and the society of nations, by Dr. Stephan Bauer, director of the International Labor Office, Basel, Switzerland.

Listed according to serial numbers, the bulletins issued during the fiscal year are as follows:

251. Preventable death in the cotton manufacturing industry.
252. Wages and hours of labor in the slaughtering and meat-packing industry.
254. International labor legislation and the society of nations.
255. Joint industrial councils in Great Britain.
256. Accidents and accident prevention in machine building. Revision of Bul. No. 216.
257. Labor legislation of 1918.
258. Decisions of courts and opinions affecting labor, 1918.
259. Union scale of wages and hours of labor, May 15, 1918.
260. Wages and hours of labor in the boot and shoe industry, 1907 to 1918.
261. Wages and hours of labor in woolen and worsted goods manufacturing, 1918.
262. Wages and hours of labor in cotton-goods manufacturing and finishing, 1918.
264. Proceedings of the fifth annual meeting of the International Association of Industrial Accident Boards and Commissions.
265. Industrial survey in selected industries in the United States, 1919.

The constant demand for immediately available information on current retail prices to be used in the settlement of labor problems still continuing, the bureau, as in the preceding fiscal year, published its statistics of current retail prices each month in the Monthly Labor Review instead of in bulletin form.

MONTHLY LABOR REVIEW.

The Monthly Labor Review, established by the bureau under the name "Monthly Review," has completed its fifth year of publication, and is fulfilling its purpose of an authoritative medium of news relating to labor more fully each year. The broad range of subjects treated and the exact and current statistics published therein have made it much sought after by those desiring reliable news along labor lines. The highest number of copies required for any issue during the fiscal year was 21,000, an increase of 13,000 over the first issue, and at no time during the year was the number less than 19,000. The December issue contained 412 pages, the highest number in any issue. Since then the existing shortage of paper and the high cost of printing supplies and labor having made it necessary to exercise economy in printing and distributing Government literature, the

number of pages has been cut down, and commencing with the June, 1920, issue the type has been set solid, so that the same amount of information may be presented in fewer pages. In the same spirit of economy the bureau has decided to put the Monthly Labor Review, beginning with the July, 1920, issue, on a subscription basis to all except labor departments and bureaus, workmen's compensation commissions, and other offices connected with the administration of labor laws, and organizations exchanging publications with the Bureau of Labor Statistics.

SUBJECTS TREATED IN THE MONTHLY LABOR REVIEW.

In the Monthly Labor Review are published short articles on important subjects along labor lines, summary statements of results of investigations conducted by the bureau, and the latest developments in the labor situation in this country and abroad. Besides statistics of immigration and a summary of the conciliation work of the department, reports of the various State labor bureaus and other agencies dealing with labor, and digests and reviews of important new legislation, court decisions, and administrative orders affecting labor are published promptly.

Up-to-date information on the following subjects are given special attention: Wholesale and retail prices and cost of living; wages and hours of labor; minimum wage; women in industry; employment and unemployment; labor turnover; conciliation and arbitration; strikes and lockouts; collective bargaining; employees' representation; cooperation; profit sharing; labor organizations; industrial accidents and hygiene; industrial poisoning and diseases; workmen's compensation and other phases of social insurance; labor legislation; vocational education; rehabilitation of injured men; housing; welfare work; and other subjects relating to the economic condition of working men and women.

Many special articles on important and interesting subjects were published in the Monthly Labor Review during the year. Among them were the following articles on the cost of living: "What is the American standard of living?" giving conclusions from an analysis of the data obtained in the 1918–19 country-wide cost-of-living study of the bureau; "A study of food costs in various cities," "A study of rents in various cities," "Cost of living in the United States—clothing and miscellaneous expenditures," and "Cost of living in the United States—family incomes"—all treating of different phases of the cost-of-living study; "Production, cold-storage holdings, and wholesale and retail prices of butter and cheese," tracing the relation between the amount of butter and cheese in cold storage, the amount produced, and the trend in wholesale prices; and "Summary of cost of living, July, 1914, to June, 1919." In this connection an article on "Price fixing by the Government during the war," a résumé of the work of the price-fixing agencies of the Government during the war, is interesting.

A number of articles presenting in summary form the results of the industrial survey conducted by the bureau in 1919 give statistics of the wages (or earnings) and hours of labor in the following industries: Iron and steel; coal mining; woodworking; hosiery and underwear; silk; cigar; men's clothing; hotels and restaurants; paper box;

women's clothing; confectionery; overall; brick; chemical; glass; leather; paper; pottery; rubber; automobile; car; electrical apparatus; foundry; machinery; machine-tool; and typewriter. An article on "Practice regarding the payment of punitive overtime rates" covers overtime rates established by legislation and the rulings of the National War Labor Board, and such rates in organized trades and certain basic industries. The vital subject of industrial relations is considered in "Relations between employer and employee," which discusses the planning, creation, and administration of a labor policy; "Employees' representation in management of industry," a general discussion of the subject; "Development of shop committee systems," treating of the movement in the United States and Great Britain; and "National Guilds movement in Great Britain," describing a movement the professed objects of which are "the abolition of the wage system and the establishment by the workers of self-government in industry through a democratic system of national guilds working in conjunction with a democratic State." Articles describing the situation in the following important strikes were published: The bituminous coal strike; the steel strike; the strikes of the harbor employees and the longshoremen at the port of New York; "vacations" in the printing industry in New York City; the British railway strike; the Australian shipping strike; and the strike of Italian Government employees.

In a number of articles on housing the following are worthy of notice: "Housing development as a postwar problem in Canada," a description of the Canadian national housing project; and "Company housing in the bituminous coal fields" and "Company housing in the anthracite region of Pennsylvania," summarizing the results of a survey of company housing in these coal regions made by the bureau.

"The cooperative movement in the United States" presents a short history and shows the extent and character of the cooperative movement in the United States. Other instructive articles on cooperation are "Aims and possibilities of the consumers' cooperative movement," "Progress of cooperation in various countries," and "Russian cooperative movement," the latter tracing briefly the history of the movement and showing its extent and character and its value in the uncertain political situation existing in Russia.

On the subject of workmen's compensation a number of important articles appeared, among them "Comparison of Canadian compensation laws" and "Scope and operation of the workmen's compensation laws of the United States," the latter a summary reply of the Department of Labor to a questionnaire of the British Government on the subject of compensation to workmen for injuries.

Other articles of interest along various lines are "British labor exchanges and United States employment offices," a comparison of the two systems; "The foreman's bonus for accident reduction," giving results of experience in the application of such a bonus; "Trade-union attitude toward nationalization of coal mines," a résumé of the action taken by British and American coal miners; "Hygienic control of the anilin dye industry in Europe," the report of a personal investigation by an agent of the bureau made for the purpose of ascertaining the measures taken in those countries for

the protection of workers against the danger of industrial poisoning, for the purpose of safeguarding the workers in this new industry in our country; "Mobility of labor in American industry," a summary statement of the results of an investigation made by the bureau on this subject; "Opportunities for the study of industrial medicine in the United States," containing a statement of the educational institutions including industrial medicine or hygiene in their curricula, and of their courses, and also of the clinics specializing in the treatment of industrial diseases or accidents; "The Government's wage policy during the last quarter century," a comparison of salaries and purchasing power thereof each year and of wages in other industries; a translation of "The road to the eight-hour day," by Dr. Stephan Bauer, and a series of articles giving a description of the Kansas Court of Industrial Relations and summaries of its decisions. In "Laws and agreements governing working conditions among American seamen" is presented a summary statement of the general working conditions of American seamen made by the Department of Labor in answer to a questionnaire submitted to the United States Government by the International Labor Office, while "The International Labor Conference," "National Industrial Conference, Washington, D. C.," and "Report of President's Industrial Conference," present short reports of these very important conferences.

Summary statements of the trade agreements in the following industries and occupations have been published: In the cloak, suit, and skirt industry of New York City; in the men's clothing industry in Chicago; in the building trades in New York City and in Norfolk, Va.; and in marine occupations on Atlantic and Gulf coast vessels operated by the United States Shipping Board and the American Steamship Association; also tentative draft agreements to govern relations in the longshore industry and harbor marine industry. The award of the Bituminous Coal Commission, the ruling of the Postmaster General granting the right of collective bargaining to employees of telephone companies, and the acts of Congress increasing salaries of post-office employees and of policemen in the District of Columbia are also summarized.

During the year summaries of the following conventions and conferences appeared in the Monthly Labor Review:

Joint Shipping Industrial Conference, Washington, June 4–6, 1919.
Annual Conference of the Pennsylvania Housing and Town Planning Association.
Seventh Biennial Convention of the National Women's Trade-Union League of America.
Fourth Annual Convention of the American Association of Industrial Physicians and Surgeons.
Thirty-ninth Annual Convention of the American Federation of Labor.
Convention of Association of Governmental Labor Officials, Madison, Wis., June 2–4, 1919.
Tenth German Trade-Union Congress.
National Industrial Conference, Washington, D. C., October 6–24, 1919.
Our-Country-First Conference, Chicago, September 8 and 9, 1919.
First Canadian Industrial Conference, Ottawa, September 15–20, 1919.
Eighth Annual Safety Council.
Sixth annual meeting of the International Association of Industrial Accident Boards and Commissions.
International Labor Conference, Washington, D. C., October 29–November 29, 1919.

Seventh annual meeting of the American Association of Public Employment Offices.
First International Congress of Working Women, Washington, D. C., October 28–November 6, 1919.
Forty-seventh annual meeting of the American Public Health Association.
First meeting of new International Federation of Trade-Unions.
Thirty-fifth Annual Convention of Trades and Labor Congress of Canada.
Fifty-first Annual Trades-Union Congress, Great Britain.
Twenty-third Annual Convention of the International Seamen's Union of America.
President's Industrial Conference, Washington, D. C., December 1, 1919–March 6, 1920.
All-American Farmer-Labor Cooperative Congress, Chicago, February 12–14, 1920.
Ninth Scandinavian Labor Congress.
Fourth Conference of the International Union of Woodworkers.
Conference of Employers and Employees called by Government of the Union of South Africa, Pretoria, November 3–7 and December 8–11, 1919.

Monthly retail and wholesale prices of food, quarterly prices of dry goods, semiannual prices of coal, and annual prices of gas were published in the Monthly Labor Review regularly during the year, and statistics of volume of employment in selected industries appeared monthly.

Minimum-wage orders of the several State boards and commissions have been printed in full or in summary form soon after their issue. A directory of labor officials in the United States and Canada appeared in the December issue, and current notes of interest to labor and reviews of new books on labor subjects have also been printed.

REPORTS TRANSMITTED BUT NOT PUBLISHED.

In addition to the 25 publications issued (13 bulletins and 12 numbers of the Monthly Labor Review) 12 other bulletins were sent to the Government Printing Office before July 1, on 8 of which most of the proof reading had been done. The subjects covered by the 12 bulletins and their serial numbers are as follows:

263. Housing by employers in the United States.
266. A study of family expenditures in the District of Columbia.
267. Anthrax as an occupational disease. (Revised.)
268. Historical survey of international action affecting labor.
269. Wholesale prices, 1890 to 1919.
270. Retail prices, 1890 to 1919.
271. Adult working-class education in Great Britain and the United States.
272. Workmen's compensation legislation of the United States and Canada, 1919.
273. Proceedings of the sixth annual meeting of the International Association of Industrial Accident Boards and Commissions.
274. Union scale of wages and hours of labor, May 15, 1919.
275. Comparison of workmen's compensation laws of the United States and Canada.
276. Standardization of industrial accident statistics.

STUDIES IN PROCESS.

Two indexes are in course of preparation, one a cumulative index of the Monthly Labor Review, for which there has been a great demand, and the other covering all material relating to labor included

in public documents of the United States Government, excepting publications of the United States Department of Labor.

The final data on the Nation-wide cost-of-living study are being prepared, and retail price data are being assembled to show the cost of living from December, 1919, to June, 1920. Wage studies on cotton manufacturing, the coal industry, and boot and shoe manufacturing are in progress, and data on union scales of wages are being collected. The detailed data secured in the industrial survey are being prepared with a view to publication in a series of bulletins.

A revision of Bulletin No. 173, "Index numbers of wholesale prices in the United States and foreign countries," for which there has been a great demand, has been made and is now in the hands of the editors. A study of compensation insurance systems, covering 20 States and 2 Provinces, including all States having State funds except Wyoming, made from a personal examination of the records of the various State industrial commissions and including a study of their claims procedure, is being carried on for the purpose of ascertaining the relative merits of State funds as compared with mutual, stock, and self insurance, especially as to cost, security, and service, to employer, employee, and the State.

A report on labor mobility in American industry, covering 260 establishments, employing over 500,000 workers, in 17 of the most important industrial States, and presenting data obtained in two extensive field investigations—a prewar inquiry made in 1915 and 1916 and reporting in a general way the extent of turnover, and the efforts to reduce it, during the five-year period 1910–1915, and, in more detail, 1913 and 1914, and a war-time investigation made in 1918 and resulting in an intensive report of the mobility situation for the 12-month period ended May 31, 1918, some of the data being brought down to the end of 1919 by material secured by correspondence—is nearing completion.

A compilation of the awards and official documents of the various war industrial adjustment boards, showing the American industrial experience during the war, which is to include the labor experience of the Fuel Administration, with a running account of its work, is being made, with a view to publication. Mutual benefit societies in the Government departments in Washington, D. C., are being studied by the bureau, and the results of the study will appear in the Monthly Labor Review.

ETHELBERT STEWART,
Commissioner of Labor Statistics.

Hon. W. B. WILSON,
Secretary of Labor.

REPORT

OF THE

COMMISSIONER GENERAL OF IMMIGRATION

REPORT

OF THE

COMMISSIONER GENERAL OF IMMIGRATION.

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
Washington, June 30, 1920.

SIR: At the time of submitting the bureau's annual report for 1919, nearly eight months after the armistice which was supposed to be the prelude to the close of the World War, it was not expected that the end of another fiscal year would witness a state of war still existing between the United States and the Central Powers, and war in active operation between Poland and Soviet Russia and neighboring States. So that in presenting the report for 1920 the effects of war conditions on immigration can not escape consideration.

The year has been an extremely busy one—in fact, the busiest of any since the inauguration of the immigration service. Among the leading causes of activity were the effort to deport alien anarchists, communists, and kindred classes, and the resumption of foreign immigration, with indications that the old stride will be outdistanced, unless affected by laws of this or other countries.

Immigration increased from 141,132 in 1919 to 430,001 immigrant aliens coming for permanent residence in 1920. The movement of nonimmigrant and nonemigrant aliens for the latter year was, inwardly, 191,575, and outwardly, 139,747.

Travel across the land boundaries continued to show a steady increase. On the Canadian border 143,843 aliens and returning American citizens were inspected, an increase of nearly 50 per cent over 1919, and admissions of aliens and citizens on the Mexican border totaled 74,203, an increase of 51 per cent. The number of inspections for the year, including 621,576 aliens admitted (430,001 immigrant and 191,575 nonimmigrant), 11,795 aliens debarred, and 933,081 alien seamen, aggregated 1,566,452, exceeding by 391,504 the average of inspections of all classes of aliens for the 10 years preceding the World War, which was 1,174,948, and 114,919 in excess of the total inspections of aliens in 1907, reported at 1,451,533, the peak of alien arrivals in any one year.

It is well to emphasize at the very outset of this report the expansion of the work as well as the growth of responsibility, the necessity to labor beyond the eight-hour day and six-day week in some branches of the service, and likewise the disproportion between this exaction and the compensation allowed, measured according to value of work performed in comparison with like labor in private industry and in State and municipal administration, as well as in some Federal divisions. This disproportion was so great that many times the

breaking-down point was avoided by an extremely narrow margin, especially on the Canadian and Mexican borders. The members of the service who have undergone the vicissitudes of the World War and remained in the ranks under the circumstances deserve the gratitude of the people for their devotion, as there was not a month of the whole period in which they could not have entered other employment that would have brought greater salary returns than have been possible in the Immigration Service; and the bureau regrets that while so much was due these faithful employees so little, comparatively, could be given them in the form of promotions in recognition of their services to the country in time of need.

ENFORCEMENT OF TRAVEL CONTROL REGULATIONS.

The travel control regulations were modified at the beginning of the year by the Department of State so as to apply only to alien subjects or citizens of enemy countries, except on the Mexican border, where they were continued in force as to all classes of travelers, tourists, etc., and as the special appropriation for this purpose expired by limitation it became necessary to discontinue the services of the temporary force of inspectors, mounted watchmen, clerks, and other employees who were, up to June 30, 1919, engaged on this class of work.

These activities have developed, however, to considerable proportions, as indicated by the report of the supervising inspector at El Paso, Tex. (p. 453, Appendix VI), showing that during the year the travel regulations were applied in his district in the cases of 74,371 aliens and 471,722 citizens of the United States seeking to enter or depart from the country through Mexican border ports, an aggregate of 546,093, as compared with 172,780 for 1919.

Owing to lack of clerical help in some of the districts it was not possible to keep a complete statistical record of all transactions under the travel regulations involving the issuance or denial of permits to depart to enemy aliens, or of the execution of affidavits of identity and nationality in lieu of passports by natives of certain countries, particularly Russia, seeking to leave the United States. For this reason entirely accurate figures can not be given here, but it may be stated as representative of the work of immigration officers throughout the country (exclusive of the special activities on the Mexican border already referred to) acting as permit agents, that 28,852 travel permits, or their equivalent, are recorded as having been granted during the year, and 546 such permits refused; 2,718 citizens' identity cards for insular travel issued; 565 applications for travel permits pending at the close of the fiscal year, and 56 applications for such permits canceled, or permits not called for after issue.

Reports received from field officers indicate that while this class of work is diminishing (except on the southern border), it has, nevertheless, taken in connection with the steady increase in regular immigration work, added to the congestion existing in practically all of the stations and district headquarters.

From the experience of the bureau and the limited opportunities it has had to supply necessary help for immigration work to the various districts in its jurisdiction, it is inclined to believe that this work,

particularly on the Mexican border, should be performed by Department of State officers entirely, thus causing a detail thereto of officers and employees who have no other work to perform but that concerning passports and travel-control regulations. In this way these responsibilities would not involve officers of the Immigration Service, whose duties are so varied and continuous that good administration would be promoted by relieving them of the duties described. This recommendation is fortified by the fact that American consuls are located on the opposite side of the boundary, and the service could then be performed on both sides of the border by officers who are in the service of the Department of State, producing an ideal method of administration.

The cost of this service during this year, as well as last, has been considerable, and if through the exercise of the spirit of cooperation which has been the rule between the two departments the work is to be continued as heretofore, a reimbursement of the cost thereof should be provided by some proper method of adjustment.

ADMISSION OF AGRICULTURAL LABORERS UNDER DEPARTMENTAL EXCEPTIONS TO ILLITERACY, HEAD TAX, AND CONTRACT LABOR PROVISIONS OF IMMIGRATION ACT.

Shortly after the declaration of war in the spring of 1917 the department, as a matter of war policy to aid primarily in the production of foodstuffs and cotton, acting under the terms of the ninth proviso to section 3 of the immigration act, suspended temporarily the operation of the head tax, contract labor, and illiteracy test provisions of the law in favor of laborers coming from Mexico to engage in agricultural work and in certain other specified industries, including work at and for the Army encampments and maintenance of way on railroads, then an essential factor in the military activities of the country. The procedure followed in admitting through the ports of entry along the Mexican border aliens of this class has been outlined in the bureau's reports for the past two years, and repetition of the details thereof is not necessary at this time.

Early in this fiscal year the department, by its order of July 9, 1919, continued in force until January 1, 1920, the then existing arrangements as regards the temporary admission of Mexican laborers, restricting their employment to agriculture and pursuits immediately connected therewith. These arrangements expiring by limitation at the beginning of the present calendar year, the department on February 12, 1920, after consideration of earnest representations made to it by agricultural interests, particularly in the States adjoining the two land borders and in Florida, to which reference will be made specifically hereafter, instructed the bureau as follows:

> Pending action by Congress on proposed legislation in re admission of laborers for agricultural pursuits to meet conditions such as are claimed to exist in States on the northern and southern borders and in the State of Florida, you are hereby directed, until further instructed, to put in force on said borders and in the State of Florida the regulations existing January 1, 1920, relating to the admission of laborers in States on the southern borders and in Florida.

The above order was later (on Apr. 12, 1920) broadened so as to include in its terms the principal sugar-beet raising States in the Rocky Mountain region and is now in force with the understanding

that at the close of the present agricultural season the entire subject will be taken up for determination as to the future course to be pursued.

During the fiscal year just ended 21,289 such laborers were admitted under the departmental orders above referred to, the largest number (9,752) going to Arizona, with Texas holding second place (7,952), the remainder being distributed to Colorado, California, New Mexico, Wyoming, Kansas, Idaho, Utah, and Oklahoma, in the order named.

In the entire period during which the various arrangements regarding Mexican laborers have been in force, beginning with the early months of 1917, a grand total of 50,852 have been admitted. The permanent residence of 11 of these has been legalized after appropriate examination, 327 have died in the United States, and at the date of this report 17,186 have returned to Mexico, while 22,637 are reported as still continuing in the employ of their original employers, and 10,691 are reported to have deserted their original employment and their whereabouts is not known. There still remain in the United States 33,328, or approximately 60 per cent of the total number who have entered in the past three years.

Much information on this subject will be found in the report of the supervising inspector at El Paso, with complete statistical tables. While the figures therein given may in some instances be incomplete, owing to the impossibility of keeping exact trace of every alien who has been admitted, yet the bureau is satisfied that the data presented are substantially correct.

In the concluding months of the fiscal year the subject of wages, working and housing conditions, etc., among Mexican laborers, particularly in sugar-beet farming, were investigated by Messrs. Grant Hamilton and A. L. Faulkner, acting as a special committee designated by the department to examine into complaints growing out of the admission of such laborers, and their report, with findings and recommendations, has been published as a departmental document, and is thus available for consultation by those interested.

A very small number of agricultural laborers have been admitted from Canada under the provisions of these regulations—3 at ports under the jurisdiction of the Montreal office and 86 at points on the western section of the border, under the commissioner of immigration at Seattle, or a total from Canada of 89.

Under the clause of the above-quoted order relating to the State of Florida, 517 natives of the Bahama Islands entered during the year at the port of Miami, for employment in the truck gardens of eastern Florida, who at the date of this report are returning to their homes in the islands.

It will be seen that the aggregate number of laborers admitted during the fiscal year under the departmental orders referred to is 21,895, of whom 21,289 came from Mexico, 517 from the Bahamas, and 89 from Canada.

ADMISSIONS AND REJECTIONS.

The statistics representing the admission and exclusion of aliens summarize the results of the past year's work in the field of governmental activity over which the immigration service has the primary jurisdiction, viz, the examination of aliens arriving at our ports and applying for admission to the country. The total number of such alien applicants received at the various gateways from foreign lands, on the seacoasts, and land borders was 633,371, as compared with 245,647 in the previous fiscal year, an increase in arrivals of 387,724, or 158 per cent.

Of the total arrivals 621,576 were admitted, and 11,795 rejected and returned to the countries whence they came. Of those admitted 430,001 were immigrant aliens, i. e., those coming here for permanent residence and constituting the real immigration, properly so-called, while 191,575 were nonimmigrant aliens (either permanent residents of this counry returning from temporary visits abroad, or permanent residents of other countries making a temporary visit here). The admissions for the previous year were 237,021, consisting of 141,132 immigrant and 95,889 nonimmigrant aliens, the increase for this class for the present year being 384,555, or 162 per cent.

Against the total admissions of aliens, the records for the year show the departure of 428,062 to other countries, 288,315 of these being classed as emigrant aliens (leaving the United States for permanent residence), and 139,747 as nonemigrant aliens (leaving this country for temporary absence or returning to their homes abroad after temporary sojourn here). On comparing the totals of arrivals and departures, it will be seen that the net increase in population resulting from immigration and emigration was 193,514, or an increase of 172,724 over the corresponding figure for the last year (20,790). However, a still further reduction in the foreign-born population was made by the departure for permanent residence of 8,010 naturalized citizens of the United States, making the absolute net increase in population 185,504, as compared with 17,216 for the fiscal year 1919.

Of the 11,795 aliens excluded during the year (1.9 per cent of the total applying for entry), 2,969 were so excluded after appeal to the Secretary of Labor, the remainder being rejected by boards of special inquiry at the ports of entry, and either not electing to exercise the right of appeal or belonging to the classes who are not under the law entitled to such a review of their cases by the highest administrative authority.

As to causes of rejection, the greatest number of aliens (5,297) were excluded as persons likely to become a public charge, the next largest number, 1,639, having been rejected under the illiteracy test. Other causes were: Stowaways, 1,241; contract laborers, 1,164; loathsome or dangerous contagious diseases, 541; criminals, 355; physical defects affecting ability to earn a living, 353; insanity and other mental defects, 216; prostitutes and other immoral aliens, 185; children under 16, unaccompanied by parents, 291. There were excluded under the laws regulating the admission of Chinese 60 aliens, while 56 coming from Japan without proper passports and 27 natives of the barred Asiatic zone were refused admission. For complete statistics of rejections, see Table XVII, Appendix I.

The following statement compares the principal causes of rejection for the past 10 years:

Cause of rejection.	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920
Idiots	12	10	18	14	6	5	9	4	1	9
Imbeciles	26	44	54	68	27	17	19	5	7	20
Feeble-minded persons	126	110	483	906	302	224	224	19	29	49
Insanity (including epileptics)	144	128	196	197	128	151	146	95	67	83
Constitutional psychopathic inferiority	.....	.....	.....	.....	.....	.....	3	20	37	38
Likely to become a public charge (including paupers, vagrants, and beggars)	12,048	8,182	7,956	15,784	15,596	10,427	7,893	2,836	4,005	5,318
Afflicted with contagious diseases	2,735	1,674	2,457	3,143	1,613	1,050	1,383	401	331	491
Afflicted with tuberculosis	111	74	107	114	89	106	119	85	57	61
Physically or mentally defective	3,055	2,288	4,208	6,537	955	1,703	1,734	315	343	362
Chronic alcoholism	.....	.....	.....	.....	.....	.....	10	24	10	8
Criminals	644	592	808	755	276	245	257	160	261	356
Prostitutes and other immoral aliens	253	263	367	380	291	439	510	161	86	111
Procurers of prostitutes	141	192	253	254	192	307	371	88	46	64
Contract laborers	1,336	1,333	1,624	2,793	2,722	2,080	1,116	474	774	1,164
Unable to read (over 16 years of age)	.....	.....	.....	.....	.....	.....	391	1,598	1,455	1,639
Alien enemies	.....	.....	.....	.....	.....	.....	.....	49	40	1

DEPORTATIONS OF ALIENS AFTER ENTRY.

The number of deportations accomplished during the past year under departmental process was 2,762, as compared with 3,086 in 1919. This does not include deportations under the Chinese-exclusion laws by order of courts or commissioners, amounting to 15 as compared with 34 last year.

The complete statistics of deportations will be found in Table XVIII hereafter (Appendix I).

While the total number of those returned after arrest on departmental warrants was smaller than the corresponding number last year, nevertheless as regards some of the more important causes for deportation substantial increases are shown. Thus, of the criminal class 229 were deported, as compared with 175 in 1919: of the insane and mentally defective classes, 388, as compared with 158; and of the anarchist and kindred classes, 314, as compared with 37 in the previous year; these gains in the classes named offsetting to some degree the diminution in the gross number of deportations effected in comparison with the fiscal year 1919.

This diminution is in part, also, the result of war conditions, which led to the deportation last year of 532 Mexicans mostly laborers who had entered the country under departmental orders above discussed, and were deported as illiterates, etc., the number so deported serving to raise the aggregate for that year above what it would otherwise have been under normal conditions.

Classified according to the groups found in section 19 of the immigration act, the aliens deported in the past year may be enumerated as follows: Members of the excluded classes at time of entry, 1,649; public charges from causes existing prior to entry, 441; Chinese persons found here in violation of the exclusion law, 11; entered without inspection, 66, the last named class being subject to deportation at any time within three years after entry and the remaining classes

within five years; aliens whose deportation may be effected without regard to length of residence, 595, including 148 of the sexually immoral classes, 292 anarchists (the remainder of the 314 of this class referred to above being found among the group "members of excluded classes at time of entry"), and 155 criminals.

According to similar classification, the aliens deported in 1919 were: Members of excluded classes at time of entry, 2,257; public charges from prior-existing causes, 257; Chinese found here in violation of the exclusion laws, 47; entered without inspection, 183; subject to deportation without time limit, 324, consisting of 162 sexually immoral persons, 35 anarchists (in addition to 2 who were found to be such at time of entry), and 127 criminals.

There have been no deportations by consent of the alien involved, either in 1919 or 1920, hence no reference is found to this class in the statistics for the year. It will be recalled that Congress in enacting the present immigration law extended the time from one to three years after landing within which aliens who fall into distress here or need public aid from causes arising subsequent to their arrival may be deported at Government expense.

During the past year the deportation work of the bureau has been systematized and coordinated by the organization of a deportation and transportation section, of which Inspector Leo B. Russell is chief, having entire control of the movement of parties of aliens from interior points to the seaboard for embarkation to the countries to which their deportation has been ordered, resulting in a marked degree of efficiency and economy. The details of this phase of the work will be found in the report forming Appendix V hereto.

The service to which this has succeeded made trips only from San Francisco and Seattle to the Ellis Island Station, New York Harbor, while the present system covers the entire country, not only for coast-to-coast trips but also for those from the Mississippi River section to New York, and from eastern and northern points to the Mexican border. The train service is in charge of E. M. Kline as deporting officer. The new system not only contemplates movement of aliens from the respective districts in which proceedings for deportation originate to the ports at which embarkation takes place but also includes aid to the various district officers in securing needed information and when necessary procurement of passports or permits required for admission into the country of destination. Though a new service it has already proved of great value and bids fair, as experience is gained, to produce practically a perfect system for the carrying out of the purposes for which it was established.

In addition to the benefits that have been secured by this concentration of effort, there has been produced a method that results in a more humane treatment of the deportee while en route, including better food and sleeping accommodations and greater safety.

In connection therewith there has been established, following negotiations with the representatives of the Transatlantic Passenger Conferences, a system whereby aliens belonging to the insane and feeble-minded classes may, in the discretion of the department, be placed in the hospital quarters of steamships to which delivered for conveyance to the countries whence they came, thus affording to each such deportee not only humane treatment but the comforts of

the hospital together with the attention of a nurse during the voyage at sea, attendants experienced in the care of such patients being also provided to deliver them to final destination after landing. This arrangement applies to deportees of the classes named, the cost of whose deportation falls upon the Government, and aims to provide for these the same care which the steamship companies must give to patients of like classes deported at their expense. Under the system heretofore prevailing with relation to such patients as were deported at Government expense, many of these humanitarian features were lacking and in addition, according to present indications, the expense of similar deportations was in excess of present cost.

The duties of the deportation and transportation section involve the listing from the official records of every alien subject to deportation in the various districts of the Immigration Service, so as to avoid any unnecessary detention of such individuals in stations or jails. Also it is its province to list every public institution in the United States wherein there may be aliens subject to deportation, so as to make suitable arrangements for their transportation; and, when directed by proper order, to list all penal, reformatory, and charitable institutions for the purposes hereinafter described.

In this connection the bureau has already taken steps to ascertain the number of aliens detained in the various public institutions, for the purpose of enforcing that provision of section 23 of the immigration act which requires the bureau to—

> secure information as to the number of aliens detained in the penal, reformatory, and charitable institutions (public and private) of the several States and Territories, the District of Columbia, and other territory of the United States, and to inform the officers of such institutions of the provisions of law in relation to the deportation of aliens who have become public charges.

The condition of the funds and the necessity for the utilization of such as have been provided by Congress in the performance of work that appeared to be immediately necessary for the functioning of the vast organization constituting the Immigration Service have precluded attention to this very important provision of the law. In the opinion of the bureau the performance of this duty should not longer be delayed. It can be assumed that there are in the institutions of the classes mentioned in the law, both public and private, aliens who are subject to deportation, but what their number is can not, of course, be ascertained except by investigation. Aliens in all institutions of the classes mentioned who may be subject to deportation under the law should be given an examination for the purpose of determining whether or not deportation process shall issue. By so doing not only will the Government send back to the places whence they came aliens who have become public charges or have committed acts which have caused them to be placed in penal institutions, but it will also effect a saving to the States and Territories upon which they are now a burden. Undoubtedly this was the intention of Congress in conferring this authority.

It is recommended that, with the approval of the department, the detail be made of the proper officers for the purpose of visiting the institutions named and securing the information upon which to proceed to enforce the law in relation thereto. In initiating this movement to clear institutions of aliens who have become subject to

deportation the bureau desires it to be clearly understood that the authority mentioned does not signify that every alien in a public or private institution of the classes named can be legally deported, but that the information is sought to determine those subject to deportation, whereupon proceedings in due course to test the right to deport will follow, and if the facts warrant it deportation may be directed.

ILLITERATE ALIENS.

Exclusions of aliens subject to the illiteracy test have increased to 1,639, as compared with 1,455 in 1919, while 171 have been arrested and deported, as compared with 466 last year. Fines amounting to $52,800 were collected from transportation companies bringing illiterate alien passengers to seaports, similar fines in 1919 aggregating $12,400. Since the enactment of the illiteracy test 5,083 aliens have been excluded and 704 expelled after entry, a total of 5,787, the test having been in force since May 5, 1917.

Fifteen thousand and ninety-four illiterate aliens above the age of 16, but falling within the statutory exemptions to the excluding provisions of section 3 of the immigration act, have been admitted during the year, these constituting 4.4 per cent of the total of aliens admitted for permanent residence (immigrant aliens) who were more than 16 years old. These admissions show some increase over the preceding year, when the percentage so allowed to enter was 2.6, or, in numbers, 2,827.

While the temporary entry of illiterate farm laborers from contiguous territory has been authorized under certain restrictions (see p. 7), these are in no sense permanent admissions.

The efficacy of the illiteracy test as a preventive measure may best be illustrated by the following statement showing the number of aliens over 14 years of age but unable to read who were admitted in the 10 years preceding the enactment of the present immigration law containing the illiteracy-test clause:

Illiterate aliens admitted, 1908 to 1917, inclusive, 14 years of age and over.

1908	172,293	1914	260,152
1909	191,049	1915	[1] 35,067
1910	253,569	1916	[1] 40,138
1911	182,273	1917 (to May 5)	[1] 35,215
1912	177,284		
1913	269,988	Total	1,617,018

The larger proportion of these 1,617,018 aliens, it is apparent, would under the illiteracy clause, had it been in effect during the same period, have been excluded. Like other preventive measures, its effect is to be measured not only by the number of those who attempt to enter in spite of it and are rejected but to a much greater degree by the number who are deterred, owing to their knowledge of this requirement, from starting to this country.

DEFECTIVE ALIENS.

From the point of view of the country's welfare the adequate enforcement of the excluding and expelling provisions of the immigration laws relating to aliens who are defective, mentally, physi-

[1] War years.

cally, and morally, is of vital importance, and this is especially true at the present time with the enormous increase in immigration, much of it coming to us from countries which have suffered from the devastation of war. The results of the year's work in this direction show satisfactory progress, although it is believed that with a larger force and more time in which to conduct the medical and civil examination of new arrivals at our ports the proportion of such defects detected would have been materially greater.

During the year 3,051 aliens below the standard—physically, mentally, or morally—were returned to the countries whence they came, 1,666 having been excluded at the ports and 1,385 deported after entry. Of the former, 207 were found to have serious mental defects, 556 had grave physical defects, and in a lesser degree, but affecting ability to earn a living, 353 were physically defective and 9 mentally defective, while 541 were morally defective. Of these classes deported after entry, 388 were mentally, 137 physically, and 860 morally defective.

During the fiscal year preceding, 2,145 defective aliens were returned, of whom 1,282 were debarred and 863 deported. Of the 1,282 debarred, 151 had grave mental defects, 388 grave physical defects, 334 lesser physical and 9 lesser mental defects, and of the 863 deported 115 were physically, 158 mentally, and 590 morally defective. In 1914, the last year of prewar immigration, 14,582 defective aliens were returned to the countries whence they came, 12,494 being debarred and 2,088 arrested and deported.

The 1,666 excluded in the past year on grounds of defectiveness constituted 14 per cent of the total exclusions for the year, while those arrested and expelled (1,385) formed 21 per cent of the total expulsions. The corresponding groups formed 15 and 28 per cent of the exclusions and expulsions, respectively, in 1919, and 38 and 45 per cent, respectively, in 1914.

The 207 excluded on account of serious mental defects in the year now ended were composed of 56 insane persons, 27 epileptics, 78 idiots, imbeciles, and feeble-minded, 38 certified for psychopathic inferiority, and 8 chronic alcoholics; and the 388 expelled included 345 insane and 10 epileptic aliens, 7 with psychopathic inferiority, and 26 otherwise mentally defective. In the previous year there were debarred 1 idiot, 7 imbeciles, 48 insane, 19 epileptics, 29 feeble-minded, 10 chronic alcoholics, and 10 persons of psychopathic inferiority; and there were deported 158 of the mentally defective class, 18 of whom were found to have been so defective at time of entry and the remainder to have become public charges after entry, 120 from insanity, and 20 because of other mental conditions.

The past year, as already indicated, shows a considerable increase in the number of morally defective aliens debarred and deported. Three hundred and fifty-five criminals were excluded, as were 111 prostitutes, 64 procurers or importers of women for immoral purposes, 10 persons receiving the proceeds of prostitution, and 1 polygamist, while there were arrested and deported the following: Criminals, 229; polygamists, 4; prostitutes, 170; receivers of the proceeds of prostitution, 50; procurers and importers, 71; found here after previous deportation under the so-called white-slave provisions of law, 22; and 314 members of the anarchistic and kindred classes.

Details of prosecutions on account of violations of the provisions of the immigration laws relating to immoral aliens will be found in the reports of the field officers in charge of districts (Appendix I), while the subject of anarchists and related classes is more fully treated hereafter (p. 32).

For purposes of comparison as regards morally defective aliens, the following figures for the preceding fiscal year are given: Exclusions—86 prostitutes and immoral women, 46 procurers and importers, 261 criminals, 2 polygamists, and 2 anarchists. Deportations after entry—229 prostitutes, 99 procurers, 26 persons receiving the proceeds of prostitution, 24 previously deported on account of sexual immorality, 175 criminals, and 37 anarchists, the total of the defective classes debarred and deported for that year (1919) being 887, as compared with 1,401 in the fiscal year 1920.

STOWAWAYS.

The number of stowaways found on arriving vessels has shown an unusual increase in the past year, 1,241 having been debarred and 12 deported, compared with 464 and 4, respectively, in 1919, this doubtless being due in many instances to inability to obtain a passport or visé thereof, without which, under existing regulations, transportation can not be procured. As a rule stowaways are of an undesirable class and the wisdom of Congress in having included them in the category of aliens debarred from entry to the United States has been fully demonstrated. As a further means of checking this practice, the bureau would favor an extension of the administrative-fine provisions of section 9 of the law to include stowaways and also the enactment of a law providing that when such stowaways, come to our ports on Government-owned vessels the expense of deportation shall be paid by the department under whose auspices the vessels are operated.

ALIENS SUBJECT TO EXCLUSION OR DEPORTATION ON ECONOMIC GROUNDS.

As usual, the most numerous class of aliens debarred and deported this year is composed of those whose unfitness in the view of the law is based upon economic grounds, including persons likely to become a public charge, paupers, professional beggars, vagrants, induced and assisted aliens, and contract laborers.

A total of 5,297 aliens have been debarred as persons likely to become a public charge, constituting about 45 per cent of all debarred, while 441 who had become public charges in Federal, State, or municipal institutions from causes existing prior to their entry were arrested and deported, together with 808 who were found to have been at the time of entry persons likely to become a public charge, or a total of 6,546. During the previous fiscal year 3,994 persons likely to become a public charge were refused admission at the ports, constituting 46 per cent of all so rejected, and there were expelled after entry 257 alien public charges and 1,150 likely to become such charges when they entered, or a total of 5,401 of the public charge class excluded and expelled.

A total of 129 paupers, beggars, vagrants, and assisted aliens were excluded in the year, together with 1,164 contract laborers, while

there were deported after entry 73 contract laborers and 13 of the other classes named. In 1919, 11 beggars, vagrants, and paupers were excluded and 5 were expelled, while 774 contract laborers were excluded and 69 expelled.

The number of all of the above-named classes of aliens affected by the excluding and expelling provisions of the immigration law was, therefore, 7,925 in the fiscal year 1920 and 6,260 in 1919.

INDUCED AND ASSISTED IMMIGRATION.

Indications are that the problem of induced and assisted immigration has already appeared as an element that is likely to grow with the increase of immigration during the coming fiscal year, present conditions being such as to lend themselves to an encouragement of immigration of this kind. The law does not provide that every alien coming to the United States shall have paid his own passage, nor that he shall have any specified amount of money in his possession; and herein lies the danger that there will be aided in coming from war-stricken and other countries large numbers of destitute aliens who are liable to become public charges. However appealing this class of cases may be, the bureau is convinced that the only safe rule to follow is that of enforcing the law. The purpose to assist this class of immigrants is natural on the part of relatives in this country and in foreign lands, but there is the added danger that immigration will be unlawfully stimulated by the aid of associations or individuals, as it is difficult with the means at the command of the bureau to detect violations of the law in this regard.

In view of the present unsettled conditions, however, it is fortunate that the law gives authority to punish severely persons, transportation companies, and others inducing or promoting immigration for profit, it being possible to impose heavy administrative fines for violations in this respect, and in case of persistent violations even to deny a steamship company the right to land passengers of any or all classes at United States ports for such a period as may be necessary to insure an observance of the law. Unless these provisions are adequately enforced, great additions to the normal movement of immigration will result, and congestion of destitute aliens at our ports can be expected, causing embarrassment as well as leading to many hardships.

No doubt there are many thousands of aliens abroad who would be glad of an opportunity to enter the United States and will no doubt resort to every means to succeed in their undertaking, either by individual effort or with the assistance of relatives, friends, or associations. In view of the large number of the normal classes who will apply, and the certainty that thousands of those who have been the victims of misfortune will seek admission to the United States, it behooves the Immigration Service to enforce the law in such a manner as to avoid the addition to our population of aliens who may become burdens upon States and communities.

Closely allied to the subject under discussion, as well as to the classes affected, are the large number who have arrived and are coming with little or no means of support after arrival. These, too, it is believed, are, in a large number of cases, the beneficiaries of

assistance from relatives, individuals, or associations. As with the classes above mentioned, so with these, the same dangers are imminent, and safety lies only in law enforcement.

CONTRACT LABOR.

Contract labor cases continued to command the attention of the bureau in an increasing proportion as compared with last year, and it is to be expected that this increase will continue. Violations of the contract labor law are difficult of detection; still, considering the small force available for investigation work along this line, creditable results have been achieved during the year, 1,164 aliens having been excluded under the contract labor provisions of law, as compared with 774 in 1919, and 73 arrested and expelled on warrant procedure, compared with 69 in the preceding year. Both civil and criminal proceedings were had against importers of labor in numerous instances, 1 of the former and 4 of the latter having been successful.

The procedure provided in the immigration act of 1917 to enable a prospective importer to obtain, upon proper showing, departmental permission to bring into the country skilled laborers when those with the requisite qualifications are not to be found here has proved its effectiveness, as an increased number have taken advantage of the privilege thus extended.

ORIENTAL IMMIGRATION.

Chinese immigration, like immigration generally, shows an increase over the preceding year, the number of admissions having risen from 3,340 coming for permanent residence in 1919 to 4,690 in 1920, these figures not including aliens of the Chinese race granted transit privilege, 3,340 being accorded such privilege in 1919, as compared with 10,917 in the past year. Under special arrangements, also, the transit by rail across the State of Maine of 48,715 Chinese laborers returning from war work in France by way of Halifax, Nova Scotia, was accomplished.

Of the exempt classes specified in section 6 of the Chinese-exclusion act, 687 applied for admission, as compared with 602 last year, 161 of these being debarred, as against 27 for the fiscal year 1919. Five hundred and fifty-six domiciled merchants applied during the year, and 21 of this class were debarred, while 166 wives of merchants were admitted and 2 debarred.

Of the so-called citizen class of Chinese persons there were admitted in all 1,881, of whom 897 were of native birth, 843 were born abroad of native-born parents, and 141 were foreign-born wives of American citizens of the Chinese race.

The total debarments of Chinese were 125, the corresponding total for 1919 having been 151. Eleven Chinese were deported under the immigration act, and 15 by order of United States commissioners and courts, after having been found unlawfully in the United States, the number of such deportations in 1919 being 47 and 35, respectively.

Concerning the laws affecting Chinese exclusion there is much that can be said in favor of amendments thereto and changes in existing systems now used to enforce such laws, but as a complete treatment

of the subject would unduly extend this report, previous recommendations in this behalf and such additional as experience seems to justify will hereafter be submitted by memorandum.

In Tables 1 to 8, Appendix I, will be found complete data with respect to the status under the exclusion laws of Chinese persons applying for admission, disposition of appeals, applications for return certificates, etc.

In this connection attention is also invited to the report of the bureau's special representative on Chinese work, forming Appendix IV, hereafter.

Immigration from Japan to continental United States shows an increase of 13 per cent over the preceding fiscal year, while that to Hawaii shows a decrease of 6 per cent, the admissions in figures being 12,868 to the mainland and 3,306 to Hawaii, as against 11,404 and 3,500, respectively, in 1919. Debarments of Japanese amounted to 145 at mainland ports, and 49 in Hawaii, the numbers so debarred in the previous fiscal year being 62 and 109, respectively.

Complete statistics of Japanese immigration will be found in Tables A to F, Appendix I, of this report, the last two tables of this series giving particulars of the status of applicants for admission to the mainland and Hawaii, respectively, under the limited-passport understanding with the Japanese Government.[1]

As stated in the bureau's last annual report, the practice then obtaining as to the admission of proxy brides as alleged wives of Japanese in this country was not satisfactory either to the department or the bureau, and the result of conferences on the subject as then set forth was the new rule then adopted which promised a solution of the question with its promulgation by the department. Contrary to this expectation the number of arrivals of such wives increased from 3,189 in 1919 to 3,816 in 1920.

This tendency caused continued study of the subject. Finally Japan fixed by decree the 29th of February of this year as the last day upon which passports would issue to so-called proxy brides, and as the holders of such documents have six months within which to apply for entry, September 1, proximo, will see the end of this system.

The granting of passports under the gentlemen's agreement, with the exception mentioned, will continue as heretofore by Japan. The Immigration Service finds difficulty in meeting the situation when subjects of Japan endeavor to impose not only on the United States but sometimes also upon their own Government. Japanese laborers are allowed to enter Mexico and some Central and South American countries upon presentation of passports issued by Japan limited to one of such countries, the holders thereof not being entitled to admission thereon to the United States. Notwithstanding this inhibition, Japanese find their way into Mexico and surreptitiously or through smuggling devices enter or attempt to enter this country. Investigation has demonstrated that at least some of the so-called emigration from Japan to the countries south of us is not in good faith so far as the individuals engaged therein are

[1] Correction is here made of a typographical error appearing on p. 57 of the bureau's annual report for 1919, where, in a discussion of the subject of oriental immigration, the number of female aliens of the Japanese race admitted in the period 1909–1919, inclusive, was given as 80,532: the correct figure is 47,022, the former number representing the total of Japanese of both sexes admitted during the period in question.

concerned. Elsewhere in this report (p. 25), treating on the prevention of smuggling and illegal entry, recommendations are submitted which it is believed will, if adopted, aid in checking these fraudulent entries.

The too general terms of the agreement itself and the ex parte determination by officials of Japan, both in that country and in the United States, of matters arising under its terms have not been conducive at all times to the production of the results anticipated by both countries when the agreement was conceived. Not only is clarification of the agreement needed if its main purpose in keeping laborers from coming to the United States is to be effected but systematic enforcement thereof by joint administrative effort, not only with relation to the mainland but to our island possessions as well, should be brought about by both nations. Frauds against both would thereby be materially checked if not entirely prevented and the rights of all concerned protected.

The discussion of immigration from the Far East naturally involves Hawaii and the Philippines and their future. To the extent that both are affected by the suggestions in the preceding paragraphs concerning the gentlemen's agreement any future course of procedure in line therewith will benefit them and continental United States. The present system with said agreement applying in direct terms to the latter only is the source of much embarrassment and failure administratively to accomplish the benefits contemplated to flow from the just enforcement of our immigration laws and said agreement.

It may not be inappropriate to call attention to the fact that in the previous report of this bureau reference was made to alleged laws of Spain and Portugal which, it is claimed, permit a party to a proposed marriage, native of either of those countries, who may be in a foreign jurisdiction to name by power of attorney an attorney in fact to represent such party in a marriage ceremony to be consummated in the home country in the absence of bride or groom, as the case may be. Proceedings have arisen in the bureau wherein alleged brides have made application for admission to the United States to join alleged husbands; thus as the "proxy bride" experience on the Pacific coast is about to cease, it is possible to have it continue on the Atlantic side with the probable addition of a "proxy groom" attachment. Appropriate legislation to avoid the effect of such laws so far as this country is concerned is recommended.

The effectiveness of the law regulating the admission of certain classes of aliens from what is known as the barred zone is shown by the small number of applications of natives of the countries embraced therein. During the year 27 aliens were excluded, while 22 found here in violation of such law were arrested and expelled. The most important in size and population of the countries located within the limits of the barred zone as defined in section 3 of the immigration act is India, from which 180 persons of the East Indian or Hindu race were admitted in the past year under the exceptions provided in the law, covering nonlaboring occupations. Administrative fines aggregating $1,600 were imposed upon transportation companies for violations of this provision of the law.

Recommendations in the last annual report suggesting consideration of the extension of the barred zone to such parts of Asia as are

not now included therein nor affected by exclusion laws or agreements, and also to Africa and adjacent islands, for the reasons then set forth are renewed.

SEAMEN.

With return of shipping to normal conditions the volume of work involved in the examination of incoming seamen has reached such proportions as to challenge painstaking consideration of its import, and perhaps the largest single item of work performed by the bureau's field officers during the past year was in this connection. This activity has continued to be under the general supervision of the bureau's special representative designated for this particular duty (Immigrant Inspector J. J. Hurley, and the entire subject is treated in full in his report, which forms Appendix III hereto (p. 291).

It is obvious that the problem incident to the enforcement of existing law and regulations affecting seamen must be accepted as one existing in fact and must be adequately met in order to cure an evil practice extensively followed under which aliens are taken aboard vessels ostensibly as seamen and upon arrival at United States ports desert and remain unlawfully in this country.

The year's experience has demonstrated the correctness of the bureau's oft-repeated view that reasonable restrictions could be enforced successfully and in fairness to all concerned in the cases of alien seamen so as on the one hand to prevent evasions and violation of the immigration law by aliens of the inadmissible classes traveling in the assumed guise of seamen and on the other hand without any undue interference with the free and full operation of the underlying principles of the seamen's act; also that proper control is entirely consistent with the provisions of the established rights and privileges of the seamen themselves as well as the rights of the various commercial interests engaged in the foreign trade.

While the existing law and regulations enforced thereunder have proved fairly satisfactory, experience has developed certain particulars in which the law is not sufficiently detailed or explicit. The regulations, however, have been found to work effectively and to be capable of being so applied as to accomplish measurably at least and to a very considerable extent the purposes it is known Congress had in mind when enacting the seamen's provisions of the immigration law.

The great volume of work entailed by the enforcement of the seamen's regulations is clearly indicated by the fact that 22,738 vessels were boarded by immigration officials; 933,081 inspections conducted; 288,710 identification cards issued; 4,775 seamen certified to be afflicted with loathsome or dangerous contagious diseases, 3,958 of this number having been removed to hospitals for treatment, and the remainder for various reasons, principally lack of facilities at certain ports, were permitted to depart foreign on the vessels upon which they came. The importance of removing these seamen to hospitals or preventing their landing, thereby avoiding the danger of contagion, can not be overestimated, and it is very gratifying to be able to record the good results accomplished.

Attention is called to page 21 of the bureau's annual report for 1919, with reference to the desertion of seamen. While the necessity for the latitude accorded seamen under the act of March 5, 1915 (seamen's

act), is fully realized, it is appropriate to state that reports received from officers in charge at seaports of the country indicate that the exemption of alien seamen under the provisions of rule 10 of the immigration regulations affords and is frequently used as an easy means of evading the provisions of the immigration law by aliens of the inadmissible classes, including anarchists and kindred classes, persons liable to become public charges, those afflicted with the diseases referred to, etc. While it is understood that a majority of those deserting reship sooner or later, there is always a considerable minority who remain here unlawfully.

It is apparent that a follow-up system is necessary in order to prevent alien seamen of the inadmissible classes remaining here unlawfully, and in order successfully to meet the situation it will be necessary to assign an additional number of inspectors to each of the large seaports of the country.

The number of deserting seamen reported by masters of vessels in the past year was 13,543, as against 3, 388 in 1919.

In order that the discussion under this heading may be clearly understood, distinction between the provisions of the immigration law relating to seamen (secs. 32–35) and the provisions of the act of March 4, 1915, under which those following the sea and entering American ports may desert, should be borne in mind. The number of seamen who have entered the country in violation of law shows an increase of 10,155 over last year, and the question of how to deal with this subject so as to conserve their rights but prevent violation of the law is one that has received consideration during the year. The follow-up system suggested above is intended as a measure to apprehend all those who violate the law and apply to them the test of the same. If found to be admissible, they are admitted; if not, then their deportation follows. But what is more important is to consider a constructive system that will conserve at all times the rights of seamen and aid in carrying out the purpose of both of the laws mentioned, thus securing assistance in building up the merchant marine as well as in protecting the country from the introduction of inadmissible and dangerous aliens and of people who are suffering from contagious or dangerous diseases.

The transfer to the Department of Labor of so much of the organization of the Navigation Bureau in the Department of Commerce as exercises supervision of shipping commissioners would materially aid in producing maximum administrative results in the enforcement of the law. Among the many important duties devolving upon the shipping commissioners, the signing on of seamen, a very essential feature of their securing employment, is included—a circumstance which in case of the suggested transfer would complete the system under one responsible administration. The department now has the authority through the Immigration Service to inspect all incoming seamen, but outgoing seamen are not subject to its jurisdiction in any way. The right to provide employment now possessed by the shipping commissioners places within their authority the jurisdiction over outgoing seamen. If these two duties could be merged under one authority, the administration of all laws concerning seamen would thereby be improved, with benefit to the Government as well as to the individuals affected. As opportunites would be afforded

for inspecting all incoming seamen, so there would be a record of all outgoing, thus showing those who have not left the country. This would allow the service to ascertain whether or not those who have not gone are staying in the country awaiting an opportunity to reship as permitted by immigration regulations, or whether they intend to remain in violation of the law. Thus would be brought about a complete enforcement of the law and regulations, which, taken in connection with the follow-up system suggested in this report, would at all times protect the rights of seamen who obey the law but prevent violations thereof in an effective manner. At the same time it would enable the Government to find those who are not seamen but who endeavor to enter the United States under the pretense of being such when, in fact, they may be dangerous classes, anarchistic or otherwise, who adopt this course to avoid liability of detection if they come in in the usual way.

Owing to the necessity existing to make clear the authority of the Department of Labor to act in connection with seamen who have been found suffering from contagious or dangerous diseases, a bill has been introduced in Congress for the purpose of placing responsibility on the owners of ships who bring seamen so affected into the ports of the United States to pay for their treatment while here or until they are legally discharged or reship foreign. The measure has passed the House of Representatives and is now pending in the Senate of the United States upon the favorable recommendation of the Senate Committee on Immigration. The necessity for early enactment of the bill, in order to remove all doubt upon the question of authority and to settle conflicting opinions among some officers in various branches of the Government service, has become a matter of great importance.

IMMIGRATION FROM INSULAR UNITED STATES.

Records have been made covering the movement of aliens from the insular territory and possessions to continental United States and vice versa since 1908, and these have been incorporated in the bureau's annual reports since 1914. The statistical tables found in Appendix I hereafter, numbered from XXIV to XXVII-A, present this information in complete form, as to the entries of aliens from the mainland and the insular possessions and as to entries as between the respective possessions. During the past fiscal year 2,201 aliens have been admitted to the mainland from insular territory, as follows: 1,004 from Hawaii, 891 from Porto Rico, 137 from the Philippines, and 169 from the Virgin Islands of the United States. In the entire period during which statistics have been kept of this class of travel, a grand total of 31,339 aliens have come to the mainland from all insular territory and possessions, of whom 20,315 came from Hawaii, 9,450 from Porto Rico, 1,154 from the Philippines, and 420 from the Virgin Islands. It will be understood, of course, that these figures do not include citizens of the islands themselves, who are not classed as aliens within the meaning of the immigration laws.

IMMIGRATION FROM CANADA.

The subjoined comparative tables show the increase to our population from Canada during the fiscal year ended June 30, 1919, and the year covered by this report, and the movement from the United States to Canada for the same period.

1918-19.

Months.	From Canada to the United States.				From the United States to Canada.			
	United States citizens.	Canadian citizens.	Other aliens.	Total.	United States citizens.	Canadian citizens.	Other aliens.	Total.
1918.								
July	1,222	2,189	654	4,065	1,804	677	238	2,719
August	1,183	2,433	628	4,244	2,701	598	311	3,610
September	1,194	3,006	650	4,850	1,655	862	318	2,835
October	1,409	2,631	603	4,643	1,383	604	207	2,194
November	1,463	2,636	845	4,944	1,193	436	167	1,796
December	1,710	3,654	2,255	7,619	1,518	539	169	2,226
1919.								
January	1,144	3,622	1,213	5,979	1,362	507	216	2,085
February	1,267	3,449	1,699	6,415	1,800	576	265	2,641
March	1,306	4,301	1,764	7,371	4,696	1,188	594	6,468
April	1,825	6,121	2,932	10,878	5,458	1,474	592	7,524
May	1,636	4,953	2,391	8,980	3,277	1,441	490	5,198
June	1,571	5,115	2,513	9,199	3,386	863	458	4,707
District No. 16	5,511	.....	[1] 11,377	16,888	.....	.....	.....	.....
Total	22,441	44,110	29,524	96,075	30,223	9,765	4,015	44,003

1919-20.

1919.								
July	1,263	5,840	2,653	9,756	3,404	693	353	4,450
August	1,228	6,213	2,164	9,605	4,007	786	356	5,149
September	1,328	7,049	2,320	10,697	3,760	718	374	4,852
October	1,176	6,448	1,821	9,445	2,996	740	333	4,069
November	1,231	6,290	2,363	9,884	2,031	544	197	2,772
December	829	6,001	2,212	9,042	1,550	405	194	2,149
1920.								
January	441	4,199	2,050	6,690	1,233	306	126	1,665
February	636	3,978	1,645	6,259	1,456	323	172	1,951
March	715	5,408	1,647	7,770	4,070	635	465	5,170
April	1,073	7,856	1,807	10,736	4,738	1,022	564	6,324
May	882	7,594	1,819	10,295	3,835	999	519	5,353
June	760	6,118	1,501	8,379	3,431	782	507	4,720
District No. 16	7,942	.....	[1] 27,343	35,285	.....	.....	.....	.....
Total	19,504	72,994	51,345	143,843	36,511	7,953	4,160	48,624

[1] Includes both Canadian citizens and other aliens.

It will be noted that of the total entries from Canada, 19,504 were returning United States citizens, and 124,339 were aliens, including Canadian citizens, who sought entry for permanent settlement purposes.

In a previous report it was predicted that the withdrawal of war regulations and return of all overseas troops would witness the restoration of prewar conditions with regard to aliens migrating to the United States from Canada.

By comparison of the above tables with like tables of previous years it will be found that the number of aliens migrating to the United States from Canada during the year ending June 30, 1920, greatly exceeded the number registered during any previous year in the history of the service.

The high wage rates prevailing in the United States during the year have naturally been a strong attraction to those in Canada who were free to take advantage of our unusual industrial conditions, and the comparatively heavy movement of aliens from the Dominion bespeaks the added duties which our border officers have been called upon to perform in caring for this exceptionally augmented traffic.

As indicated, the tables given above have reference only to the number of aliens admitted from Canada.

In addition, there were 19,336 other aliens, or 15.5 per cent of the total number applying for admission from Canada who were debarred, and 5,328 who were refused examination because of inability or unwillingness to meet the head-tax requirements.

It will be understood, of course, that the figures given in the tables above do not include immigration of the overseas class who entered the United States via Canadian seaports, which did not attain prewar proportions during the year past, but reports from the bureau's field officers indicate that growth in arrivals of this class has been steady during the year and shipping circles aver that the lack of tonnage alone is the one drawback to a return of prewar conditions.

IMMIGRATION FROM MEXICO.

Immigration from Mexico has nearly doubled in the year just closed, a total of 58,974 aliens having been admitted from that country, composed of 52,361 immigrant aliens and 6,613 of the nonimmigrant class, while in the fiscal year ended June 30, 1919, the number of admissions from Mexico was 39,601, of whom 29,818 were immigrant and 9,783 nonimmigrant aliens. This great increase in regular immigration, in connection with the enforcement of the travel-control regulations heretofore referred to, the handling of the 21,289 Mexican agricultural laborers admitted temporarily under departmental exceptions to certain provisions of section 3 of the immigration act, and the endeavor to prevent surreptitious entries of inadmissible aliens, has resulted in a severe tax upon the energies of the reduced force which has been available this year for service in the Mexican border district, and it has been only by the most unremitting devotion to duty that the results recorded have been attained.

The Mexican border, since it offers perhaps the most favorable opportunities for unlawful entry of aliens, particularly of those whose residence in the United States is proscribed by our laws, is a section of the bureau's jurisdiction that requires the most careful guarding, not only at the constituted ports of entry but throughout the territory between, in order to frustrate attempts at illegal entry. Recommendations elsewhere made for an augmented inspection and patrol force, as well as a follow-up system to investigate the activities of aliens within the country, have in view among other needs, the requirements of the southern border district in these particulars.

SMUGGLING AND SURREPTITIOUS ENTRY OF ALIENS.

An inspection of the annual reports of the bureau since 1914 will indicate the anxiety that has existed for effecting an organization in the field as well as at headquarters for the prevention of smuggling and illegal entrance of aliens.

As the district officers were engaged in the various and ever-changing duties involving immigration matters, it was thought that some special organization, intended to cooperate with such officers and to produce coordination between the various districts in the prevention of smuggling and illegal entry of aliens—also in their apprehension and prosecution where such was provided by law, or deportation as the case might be—would be undertaken. An organization was established for that purpose and has since continued, with the result as noted in the annual reports. The history of its work the last fiscal year follows along the usual lines, considering the force available, which has rendered efficient service. During the last fiscal year 54 prosecutions were instituted against persons found engaged in smuggling aliens into the United States, in which 48 persons were arrested, 36 convicted, 7 acquitted, 15 awaiting trial, and 6 are fugitives from justice. The total number of such proceedings since the inauguration of this branch of the service in 1914 amounts to 470. These prosecutions and the figures mentioned do not take into account the number of arrests of aliens who attempted illegal entry and who were apprehended and deported. The statistics elsewhere presented (Table XVIII) set forth the activities of the bureau in this connection.

During the year the respective committees on immigration of Congress have given considerable attention to the question of smuggling as well as illegal and surreptitious entry of aliens, and effective legislation on the subject is contemplated by the proposals pending before them. The bureau has supplied all the information in its possession in aid of the movement. The experience of the bureau has demonstrated that to prevent illegal entries and stop smuggling the Government should be fully prepared at all points, and should be ready to anticipate new plans of smugglers as developed. As indicated in this report in considering other necessities therefor, a follow-up system is an absolute necessity, not only in guarding against smuggling and unlawful entry but after illegal admission has been gained. Without it the illegal entrant is apparently in little danger after entrance. Its establishment would also act as a deterrent, as many would not assume the risk of entering if they felt that their apprehension was reasonably certain.

It is recommended, in order to meet the situation effectively, that illegal entry of aliens be made an offense punishable by imprisonment, followed by deportation. At the present time only those who smuggle or conspire to smuggle such entrants into the country are subject to prosecution. Such a law would not only aid the prosecution and punishment of persons who enter contrary to law but also would be of material assistance as a deterrent.

The bureau further recommends, in the effort to provide an efficient system for the prevention of smuggling and surreptitious entry of aliens, that the limitation of five years in which proceedings must be commenced for deportation, applicable to many classes of aliens who are in the country illegally, and of three years to such as enter without inspection, be removed entirely by proper amendment to existing law. Under existing conditions, once an alien illegally enters or avoids inspection and the claim is made that the period within which proceedings should be commenced has expired, the

Government is placed at a disadvantage, as in a very large majority of cases it would be in no position to make any refutation.

The immensity of the task to prevent smuggling and illegal entry—involving as it does guarding the coast lines east, west, and south and extensive land boundaries north and south, and searching for violators of the law within the country—is apparent, and in the absence of a sufficient force at the boundaries and in the interior to prevent illegal entrance and apprehend violators, it has become a difficult undertaking to maintain such defensive measures as will even partially stop operations of this character. The service, to be effective, must be continuous. Cessation of work, even for a brief period, means resumption of smuggling and illegal entries, as those engaging in such activities are constantly on the alert to gain advantage of the law. Conviction after conviction has not cured the evil so far as the smugglers are concerned, and in spite of fines and imprisonment they continue to aid in the illegal entry of aliens who, because they fear inability to meet the law's requirements, or for other reasons, do not desire to make application for admission at immigration offices. With the increase of immigration and the existing conditions in countries devastated by war, an increase in the efforts to gain admission without compliance with law can be confidently expected. Accordingly, what is needed is not only a strong border and coast guard, but also a thorough follow-up system acting in conjunction therewith, with officers in the various cities, which will make the interior unsafe for those who have succeeded in illegally crossing the boundaries. Prevention of illegal entrance has always been one of the great problems of the Immigration Service, and as our immigration laws have become more rigid, effective control has been increasingly difficult.

ADMINISTRATIVE FINES.

Administrative fines have been assessed against transportation companies or the masters, owners, or agents of vessels entering American seaports in the sum of $154,210, transportation agencies conveying passengers across the land boundaries being exempted under the law from liability to such penalties. The largest item under this heading results from the operation of those provisions of the immigration act relating to the control of alien seamen, $74,820 of the amount above stated representing fines imposed by reason of the failure of the responsible officers of vessels arriving from foreign ports to present crew lists, complete or in proper form, or for negligence in reporting changes in the personnel of crews before departure of the vessel. Penalties amounting to $52,800 were imposed on account of the bringing of illiterate aliens, and $1,600 for bringing natives of the barred Asiatic zone. Other causes are set forth in the appended tabular statement, as well as the amounts and nature of the penalties incurred at the respective seaports.

The foregoing figures represent only fines which have been collected and covered into the Treasury within the period covered by this report, and do not include cases of this character pending before the department for final decision at the close of the fiscal year, or cases wherein the period of 60 days allowed by law for answer to formal notification of liability to fine has not yet expired.

In the preceding year the total amount of administrative fines assessed and collected was $58,055, and inasmuch as all cases wherein the imposition of such fines is a question that must be handled by the department and the bureau, the increasing volume of this work is a factor considered in estimating for the clerical and supervisory help required for the coming year.

Administrative fines assessed against transportation lines.

Ports.	Section.	Number assessed.	Amount of fine.	Total amount assessed.	Cause of assessment.
New York	9	209	$200	$41,800	Bringing alien unable to read.
	14	484	10	4,840	Improper manifesting.
	18	16	300	4,800	Failure to guard, detain and deport alien.
	36	3,756	10	37,560	Failure to furnish crew list.
Boston	9	19	200	3,800	Bringing alien unable to read.
	9	1	200	200	Bringing alien afflicted with mental defect.
	14	32	10	320	Failure to furnish manifest.
	18	1	300	300	Failure to detain and deport alien.
	35	3	50	150	Bringing diseased alien seaman.
	36	100	10	1,000	Failure to furnish crew list.
Philadelphia	9	7	200	1,400	Bringing alien unable to read.
	14	32	10	320	Improper manifesting.
	20	2	300	600	Failure to detain and deport alien.
	36	149	10	1,490	Failure to furnish crew list.
Baltimore	14	1	10	10	Failure to furnish manifest.
	18	1	300	300	Failure to detain and deport alien.
	36	824	10	8,240	Failure to furnish crew list.
Norfolk	18	1	300	300	Failure to detain and deport alien.
	20	1	300	300	Do.
	36	951	10	9,510	Failure to furnish crew list.
Jacksonville	9	6	200	1,200	Bringing alien unable to read.
	9	1	50	50	Bringing alien afflicted with physical defect.
	14	63	10	630	Failure to furnish manifest.
	18	3	300	900	Failure to detain and deport alien.
	36	171	10	1,710	Failure to furnish crew list.
New Orleans	9	10	200	2,000	Bringing alien unable to read.
	14	178	10	1,780	Failure to furnish manifest.
	18	1	300	300	Failure to detain and deport alien.
	35	2	50	100	Bringing diseased alien seaman.
	36	1,344	10	13,440	Failure to furnish crew list.
Galveston	14	9	10	90	Failure to furnish manifest.
	18	1	300	300	Failure to detain and deport alien.
	36	34	10	340	Failure to furnish crew list.
San Juan	9	2	200	400	Bringing alien unable to read.
	14	42	10	420	Failure to furnish manifest.
	36	26	10	260	Failure to furnish crew list.
San Francisco	9	8	200	1,600	Bringing alien unable to read.
	9	4	200	800	Bringing alien afflicted with loathsome or dangerous contagious disease.
	9	4	200	800	Bringing alien native of proscribed zone.
	14	337	10	3,370	Failure to furnish manifest.
	18	6	300	1,800	Failure to detain and deport alien.
	36	5	10	50	Failure to furnish crew list.
Seattle	9	1	200	200	Bringing alien unable to read.
	9	4	25	100	Bringing alien afflicted with physical defect.
	9	4	200	800	Bringing alien native of proscribed zone.
	18	1	300	300	Failure to detain and deport alien.
	35	8	50	400	Bringing diseased alien seaman.
	36	64	10	640	Failure to furnish crew list.
Southern California ports.	36	51	10	510	Do.
Ketchikan	14	1	10	10	Failure to furnish manifest.
	36	7	10	70	Failure to furnish crew list.
Honolulu	9	5	200	1,000	Bringing alien afflicted with dangerous contagious disease.
Canadian seaports	9	2	200	400	Bringing alien unable to read.
	9	1	200	200	Bringing alien afflicted with mental defect.
Total		9,038		154,210	

SUMMARY BY CAUSES.

Sec. 9. Bringing illiterate alien passengers	$52,800
Bringing diseased, defective, or otherwise inadmissible aliens as passengers	3,950
Sec. 35. Bringing diseased, defective, or otherwise inadmissible aliens as members of crews	650
Sec. 14. Failure to furnish statutory information as to alien passengers	11,790
Sec. 36. Failure to furnish statutory information as to alien members of crews	74,820
Secs. 18 and 20. Failure to detain and deport excluded aliens, etc	10,200
Total	154,210

IMMIGRATION STATIONS.

The new immigration building at Boston has been occupied during the fiscal year for office purposes, enabling the service at that port to vacate the former insanitary and dangerous quarters on Long Wharf, occupied for many years previously. Conditions beyond the control of the bureau have prevented the completion of the new building along the lines originally contemplated, but it is constructed in such a manner as to permit of additions according to plans. Until such additions are made it will be necessary to continue the inspection work at the respective steamship docks, and with increasing immigration this will entail more or less inconvenience and delay.

The Ellis Island Station has been completely reopened for inspection purposes and the force employed in maintenance and guarding has been restored to prewar strength to meet the demands of constantly growing alien travel, already taxing the accommodations and equipment of the station.

The hospitals have been placed in the charge of the Public Health Service for operation as a regular hospital of that service, under an agreement that all alien patients committed to it by the Immigration Service shall receive precedence as regards admission to the hospital over the regular beneficiaries of the Public Health Service under existing law, including American seamen, etc. This arrangement since its inauguration in September last has proved entirely satisfactory and its continuance is intended.

Owing to lack of funds during the past year many urgently needed repairs to the station buildings have had to be deferred, the amounts necessarily expended for supplies, chief among which items are coal and fresh water, having practically exhausted the available appropriation for this purpose. A particularly urgent matter is renewal of deteriorated piping in the heating and hot-water system, which is liable to cause an accident at any time and interfere with the operation of the station.

Satisfactory progress has been made in the construction of additions to the new sea wall which was made the subject of an extended reference and description in last year's report.

The following improvements have been authorized by Congress, and their installation will be proceeded with during the coming year:

Feed-water heater, including installation and incidental work, $12,000.
New salt-water suction line and traveling screen, with complete equipment, $12,000.
Boiler feed pump, including installation and connections, $5,500.
Dredging of channel approaches to Ellis Island, $10,000.
Fresh-water storage tank, with necessary foundations and connections, $15,000.
New service pumps for water supply, including installation, $11,000.

The following item is included in the estimates for appropriations for the fiscal year 1921:

Additional story on kitchen and laundry building at Ellis Island for detention and dormitory quarters for cabin passengers, $200,000.

The necessity for this is obvious in view of the fact that there are at present no suitable accommodations at the station for cabin passengers, and it is believed that quarters at least equal to those given on board ship should be provided. The building in question is 175 feet in length, its greatest width is 100 feet, its minimum width is

56 feet, and the proposed new story would provide about 200,000 cubic feet of space for the purposes intended. This need has been presented to Congress several times, and it is earnestly hoped that it may be authorized during the coming session.

With the increase in immigration already noticeable and the assurance that, unless restrained by the action of foreign Governments or by legislation on the part of our Government, it will continue for many years to come, it becomes apparent that, notwithstanding the immensity of the structures at Ellis Island and the space therein provided for the service to function and for the care, feeding, and hospital and medical treatment of inmates, it will not be long before the facilities now afforded will be insufficient to meet the demand. As much time will necessarily expire before the completion of any proposed addition, it is advisable to consider at an early date what should be done to meet the approaching necessities. In case immigration should increase at such a rate as to exceed the existing accommodations, the care thereof will not only become a serious problem, but will involve great expenditure if provision must be made therefor at some place other than at the present station—the overhead expense alone would practically double. The bureau is of the opinion that a large building equipped for dormitory purposes (in addition to the quarters for cabin passengers recommended above) is an urgent requirement of the station. It is not now prepared to state the cost or extent of the building required, but it calls attention to the matter for the purpose of securing early consideration thereof. Plans are being prepared for submission at an early date.

Under the act of June 5, 1920, the unexpended balance in the appropriation for the construction of the Philadelphia Immigration Station at Gloucester City, N. J., was made available for the remodeling of the detention house and administration building. The balance amounts to about $50,000, and the necessary work on the buildings is now under way, including a remodeling of the plumbing and sanitary equipment.

Estimates are being submitted for the construction of a laundry and fumigation building of terra-cotta hollow-tile structure to cost, with incidental work and equipment, $26,000. This addition to the Philadelphia station is highly desirable from a sanitary viewpoint, as adequate facilities for fumigation and laundry purposes are not now available.

The new immigration station at Baltimore, adjoining the Fort McHenry reservation, has been in use by the Army as a general hospital, but the bureau has been advised that the buildings and plant would be returned to the control of the Immigration Service on July 1, 1920, and preparations are under way for assuming custody of the station on that date. Arrangements have been concluded whereby the hospital will be taken over by the Public Health Service and diseased alien passengers or seamen treated therein under arrangements similar to those in force at the Ellis Island hospitals, the administration bulding being also utilized by the same service. This, it is believed, will be of material assistance, particularly in the care of seamen afflicted with contagious diseases. The offices of the district headquarters at Baltimore will continue in the Stewart Building until such time as it becomes practicable to take possession of the new immigration station.

The Charleston station building, which has never been used for immigration purposes and which was loaned to the Navy Departme during the war, has under authority conferred by Congress some time ago been rented for commercial purposes, with appropriate reservations to insure its being available again for governmental uses if needed.

The New Orleans station has been in active operation throughout the year and the buildings and grounds have been maintained in satisfactory condition. Certain needed improvements have been made in the heating plant at small expense, resulting in a considerable saving in coal during the past winter. Authority has been granted for a change from coal to oil fuel, but the necessary alterations in the installation have been deferred for the present owing to the increased price of oil.

The Galveston station, a frame structure located on Pelican Spit, Galveston Harbor, is not now used for immigration purposes, having been turned over to the Coast Guard, and is still occupied by that service. A portion of the building, however, is retained for storage of furniture and equipment not now needed. The district headquarters is now satisfactorily established in a commercial office building.

The Angel Island station, in the Harbor of San Francisco, has been the subject of criticism by reason of the nonfireproof character of the buildings. The bureau has for some years urged the abandonment of the station and the securing of a suitable site on the mainland and erection of such buildings thereon as will enable the service to perform its functions without the great loss of time now caused by reason of the distance from the city, which requires the operation of a ferry service at great expense.

All of the buildings at Angel Island are of frame construction throughout, excepting only the power house, which is of concrete, but (in the older portion) has wooden trusses supporting the roof, which is also of wooden construction. The principal structures are: The main administration building, the detention barracks, the small hospital, and power house, and in addition there are 12 small cottages for employees and a two-story stable building. There is no room on the reservation for the construction of additional buildings, and the only means of increasing the area would be to build a sea wall and fill in the cove in front of the present buildings, which would probably cost over $200,000 under existing conditions.

Aside from the ever-present danger of fire, which is obvious in a series of frame buildings grouped in close proximity, as are those at Angel Island, the present hospital facilities are considerably below the requirements, and the detention barracks are generally overcrowded. No detention quarters are available for European aliens, except a limited space in the main building which has been used as a makeshift for that purpose; space is lacking also for the handling of the expected increase of European and other immigration through the port of San Francisco. It has been estimated that expenditures of more than $500,000 would be necessary to provide the additional facilities needed at Angel Island, but this would in no way alleviate the existing fire risk nor provide adequate hospital accommodations in lieu of those now in use, which, as stated, are insufficient.

The estimate for the construction of a station on the mainland upon a site to be designated by the War Department, which was presented to Congress last and previous years, is again submitted, the cost of the proposed buildings, including furnishings and equipment, being $1,000,000. The bureau expresses the earnest hope that the necessary legislation will be passed by Congress during the coming year so that construction of the new quarters may be commenced at the earliest possible date.

A similar station should be provided at like cost at Seattle, where accommodations in Government buildings are not now available to the Immigration Service. The present quarters are held at a rental of $11,000 per annum, and demand for an increase up to $21,000 has been made by the proprietors.

Seattle, like San Francisco, should be provided with a station composed of administration and detention buildings, with a hospital separated therefrom. Sufficient ground should be provided to afford space for use of the inmates of the hospital and detention section.

The inspector in charge of the Immigration Service at Honolulu reports continued deterioration of the wooden station building at that port, to which no repairs have been made other than emergency work performed by the laborers employed by the service. The timbers of the building, as well as the pile foundations, are being destroyed by tropical ants, and complete replacement of the structure will be necessary. Consideration of the requirements of the new station should be undertaken at an early date.

LAND BORDER IMMIGRATION STATIONS.

Transportation companies bringing alien passengers to ports on the Canadian border are required by law to provide at their expense suitable buildings for examination and detention of passengers also for office purposes, and with a few exceptions modern and satisfactory quarters have been provided at all such stations. Rented offices are occupied by the headquarters force at Montreal, while at the Canadian seaports accommodations are allowed our service in the immigration stations owned by the Canadian Government.

The situation as regards immigration offices and detention stations on the Mexican border is still unsatisfactory, the service there occupying rented buildings that are as a general proposition inadequate and not suited to the work. A comprehensive scheme of building which will result in the Government's owning its immigration stations at all the important ports of entry from Mexico appears to be the only feasible solution of the question.

It is understood that since the last report the matter of title to ground where the station should be located at El Paso has assumed a satisfactory status.

Administration and detention buildings, with hospital facilities either therein or in a separate structure, the latter preferable, and sufficient space for use of inmates are needed, and appropriation for the acquisition of land and construction is earnestly recommended.

For reasons assigned in considering the necessities of El Paso, in this particular similar buildings are required at Laredo, and recommendation is made for necessary appropriation to construct the same.

ANARCHIST, COMMUNIST, AND KINDRED CLASSES.

The activities for the last 12 months in this line of work have been greater than all previous efforts in this direction. The passage of the act of October 16, 1918, making more effective the then existing law, followed violations thereof by anarchistic elements in various parts of the country. Congress in its desire to curb this element granted special appropriations to the Department of Justice, while the Department of Labor, empowered by law to take up the question of arrest and deportation of such as were found to be aliens, continued its work under such authority notwithstanding the financial limitations under which it was laboring. The work previously initiated continued with increased interest and, under special organization, made effective progress.

At the beginning of the fiscal year conferences were held with the Department of Justice, at which plans for cooperating in the respective duties of the two departments were agreed upon, as shown by the record. Arrests followed in the months of November and December, principally of members of the Union of Russian Workers, against whom some 600 warrants had been issued, from and after November 5 last, 452 being taken into custody and accorded hearings. Of these, orders for the deportation to Russia of 246 were finally entered.

A new difficulty presented itself in the inability to deport to Soviet Russia, as the United States had not accorded recognition to that country. After much effort, encouraged to some extent by the fact that an alleged representative of that Government had given publicity to the statement that certain aliens of these classes who were under proceedings of deportation would be welcomed, arrangements were made for the deportation to Russia of such as could be assembled on the Army transport *Buford*, furnished through the cooperation of the Department of State and the Transportation Service of the United States Army. This first party deported consisted of 199 members of said Union of Russian Workers, to which were added 43 other Russian aliens whose deportation had already been directed on anarchistic and kindred charges, including the notorious Emma Goldman and Alexander Berkman, making 242 against whom proceedings under the anarchist laws had been initiated. These, with 7 other Russian aliens likewise under order of deportation on other charges under the immigration laws, constituted the party of 249 which embarked on the *Buford*, sailing from New York on the morning of December 21, 1919, arriving at Hango, Finland, January 17, 1920, on which date the aliens were transferred to the care of the American vice consul at that port, whence they were conveyed under escort furnished by the military authorities of Finland to the frontier of Soviet Russia, over which they passed on January 19. The party was in charge of F. W. Berkshire, supervising inspector in charge of the Immigration Service on the Mexican border, and appropriate steps were taken to provide for the comfort of the aliens thus returned, including the furnishing of proper clothing for those in need thereof, suitable food on the way, and a supply of five days' rations after arrival at their destination.

While these events were in progress, the Communist and Communist Labor Parties became active. In the neighborhood of 5,000 war-

rants of arrest, based on the act of October 16, 1918, were issued from and after December 29, 1920. Service of approximately 3,000 such warrants was effected and hearings held by officers of the Immigration Service at Boston, Mass.; Hartford, Conn.; Ellis Island, Buffalo, and Rochester, N. Y.; Philadelphia and Pittsburgh, Pa.; Cleveland, Youngstown, and Toledo, Ohio, Baltimore, Md., Indianapolis, Ind., Chicago, Ill., Detroit, Mich., Milwaukee, Wis., Minneapolis, Minn., and in smaller numbers at practically all of the remaining cities on the mainland at which immigration officers are stationed. The question arising whether membership in the Communist Party of America constituted a violation of section 1 of said act, the matter was submitted to the Secretary, who, after due consideration, ruled on January 24, 1920, that such membership came within the purview of said section. On the other hand, the Communist Labor Party was found by the ruling of the Secretary of May 5, 1920, not to be such an organization as to bring it within the scope of the act, for the reason that force or violence as a means of attaining its ends was not shown to be advocated by its platform and labor program. Of the total number arrested about 300 belonged to the latter party, and warrants of arrest in these cases in due course have been canceled.

As a result of the proceedings mentioned, the department has directed the deportation of 556 aliens, a large majority of whom are Russians, while warrants of arrest in such proceedings have been canceled in 2,202 cases.

Since January 1 warrants of deportation have likewise been issued by the department with respect to 37 other aliens (in addition to those already referred to as having been ordered deported in December last) held under anarchistic or related charges, some of which cases were pending from the previous fiscal year. On the date of this report there are outstanding warrants of deportation for 591 aliens, practically all, as heretofore stated, to Soviet Russia.

The bureau has made consistent and persistent efforts extending over many months to bring about arrangements for the transportation to Soviet Russia of the aliens whose deportation thither has been directed. Negotiations are now in progress along several different lines looking to the solution of this question, the existence of which is due to the disorganized political conditions in Soviet Russia and in the newly organized States lying between it and the western nations. Of course, the nonrecognition of Soviet Russia continues to be the stumbling block to deportation, and, unlike the first effort, no signs of encouragement have been visible, but information supposedly authoritative indicated the futility of attempting to transport to the borders of Soviet Russia under great expense aliens ordered deported there, as above set forth. Deportations of this class to other countries have progressed from time to time, so that including the number deported to Soviet Russia on the S. S. *Buford*, 314 have been removed from the country during the year, 33 of whom were of the communist class. The necessity of detaining the large number of aliens taken into custody in December of last year and January and succeeding months of this until released under adequate bonds, together with the vast amount of clerical and administrative work involved both in the bureau and in the field, placed

an unusual and extensive volume of labor as well as great responsibility on an already overtaxed service. Congress came to the aid of the department by granting a substantial special appropriation to meet the extraordinary expenses incident to this work.

In the concluding month of the fiscal year Congress, by the act of June 5, 1920, amended in several important particulars the law of October 16, 1918, and for convenience of reference the amended act is here quoted:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1 of the act entitled "An act to exclude and expel from the United States aliens who are members of the anarchistic and similar classes," approved October 16, 1918, is amended to read as follows:

That the following aliens shall be excluded from admission into the United States:

(*a*) Aliens who are anarchists;

(*b*) Aliens who advise, advocate, or teach, or who are members of or affiliated with any organization, association, society, or group, that advises, advocates, or teaches, opposition to all organized government;

(*c*) Aliens who believe in, advise, advocate, or teach, or who are members of or affiliated with any organization, association, society, or group, that believes in, advises, advocates, or teaches: (1) The overthrow by force or violence of the Government of the United States or of all forms of law, or (2) the duty, necessity, or propriety of the unlawful assaulting or killing of any officer or officers (either of specific individuals or of officers generally) of the Government of the United States or of any other organized government, because of his or their official character, or (3) the unlawful damage, injury, or destruction of property, or (4) sabotage;

(*d*) Aliens who write, publish, or cause to be written or published, or who knowingly circulate, distribute, print, or display, or knowingly cause to be circulated, distributed, printed, published, or displayed, or who knowingly have in their possession for the purpose of circulation, distribution, publication, or display, any written or printed matter, advising, advocating, or teaching opposition to all organized government, or advising, advocating, or teaching: (1) The overthrow by force or violence of the Government of the United States or of all forms of law, or (2) the duty, necessity, or propriety of the unlawful assaulting or killing of any officer or officers (either of specific individuals or of officers generally) of the Government of the United States or of any other organized government, or (3) the unlawful damage, injury, or destruction of property, or (4) sabotage;

(*e*) Aliens who are members of or affiliated with any organization, association, society, or group, that writes, circulates, distributes, prints, publishes, or displays, or causes to be written, circulated, distributed, printed, published, or displayed, or that has in its possession for the purpose of circulation, distribution, publication, issue, or display, any written or printed matter of the character described in subdivision (*d*).

For the purpose of this section: (1) The giving, loaning or promising of money or any thing of value to be used for the advising, advocacy, or teaching of any doctrine above enumerated shall constitute the advising, advocacy, or teaching of such doctrine; and (2) the giving, loaning, or promising of money or any thing of value to any organization, association, society, or group of the character above described shall constitute affiliation therewith; but nothing in this paragraph shall be taken as an exclusive definition of advising, advocacy, teaching, or affiliation.

It is noteworthy that, while the law with respect to aliens of the so-called "anarchistic" classes has been materially strengthened by the new legislation, in that there has been a number of additions to the sum total of the classes subject to exclusion and explusion, it has removed from the deportable classes, as contained in the amended act (Oct. 16, 1918), the following three classes, viz: (1) Aliens who disbelieve in all organized government; (2) aliens who are members of or affiliated with any organization that entertains or teaches disbelief in all organized government; and (3) aliens who are opposed to all organized government. As aliens who are anarchists necessarily disbelieve in government of any and all kinds, it follows that the omission of the first class is of no importance. The omission of the

remaining two classes has weakened the law to the extent that aliens who are members of an organization of the character mentioned can not be reached merely on the ground of such membership.

IMMIGRATION AND EMIGRATION IN 1920.

The statistical tables in Appendix I, as indicated by the complete table of contents which precedes them, show in much detail immigration to and emigration from the United States during the fiscal year ending June 30, 1920, and as they represent the first fiscal year since the beginning of the World War in which there has been anything like a normal movement from or to any part of Europe, the figures afford not only a basis for interesting comparisons with previous years, but also more or less reliable grounds for speculation as to what may be expected in the future.

Continuing a long established practice of the bureau incoming and outgoing aliens are each divided into two classes, namely, immigrant and nonimmigrant aliens, and emigrant and nonemigrant aliens. In the compilation of statistics under this classification the following rule is observed: Arriving aliens whose permanent domicile has been outside the United States who intend to remain permanently in the United States are classed as immigrant aliens; departing aliens whose permanent residence has been in the United States who intend to reside permanently abroad are classed as emigrant aliens; all alien residents of the United States making a temporary trip abroad and all aliens residing abroad making a temporary trip to the United States are classed as nonemigrant aliens on the outward journey and nonimmigrant aliens on the inward. An understanding of this rule is necessary to a clear comprehension of the statistics.

In what follows some of the more important features of immigration and emigration in the fiscal year 1920 are shown in comparison with the inward and outward movements during five years preceding the beginning of the war, and in some cases during the war period.

The first table shows the total immigration and emigration in each fiscal year since 1910.

Total alien immigration and emigration, fiscal years 1910 to 1920.

Year.	Arrivals.			Departures.			Excess of immigration.
	Immigrant.	Nonimmigrant.	Total.	Emigrant.	Nonemigrant.	Total.	
1910	1,041,570	156,467	1,198,037	202,436	177,982	380,418	817,619
1911	878,587	151,713	1,030,300	295,666	222,549	518,215	512,085
1912	838,172	178,983	1,017,155	333,262	282,030	615,292	401,863
1913	1,197,892	229,335	1,427,227	308,190	303,734	611,924	815,303
1914	1,218,480	184,601	1,403,081	303,338	330,467	633,805	769,276
1915	326,700	107,544	434,244	204,074	180,100	384,174	50,070
1916	298,826	67,922	366,748	129,765	111,042	240,807	125,941
1917	295,403	67,474	362,877	66,277	80,102	146,379	216,498
1918	110,618	101,235	211,853	94,585	98,683	193,268	18,585
1919	141,132	95,889	237,021	123,522	92,709	216,231	20,790
1920	430,001	191,575	621,576	288,315	139,747	428,062	193,514

While the foregoing figures need little comment it may be pointed out that the total number admitted in 1920 was largely in excess of the average annual admissions during the war, and more than two and

one-half times as great as in the fiscal year 1919. During the five years preceding the war the annual admissions of both classes averaged 1,155,160, and it is noteworthy that even with several of the most important European sources of immigration still cut off and ocean transportation facilities still far from normal the inward movement should have been more than one-half as great in 1920 as during the high-tide years 1910–1914.

It will be noted, however, that nonimmigrant aliens made up 30.8 per cent of the total admissions in 1920, as compared with only 14.8 per cent in the five years 1910–1914. As a matter of fact the actual number of arrivals of this class in 1920 was greater than in any one of the five prewar years mentioned except 1913.

Considering immigrant aliens alone it appears that 430,001 were admitted in 1920, compared with 141,132 in 1919 and an annual average of 1,034,940 in the five years 1910–1914. The number of this class admitted was, therefore, 41.5 per cent as great as the annual average during the five prewar years.

Turning to the statistics of emigration, it will be seen that the outgoing tide in 1920 was proportionately much higher than during the prewar period, this being especially true of the emigrant alien or permanent class. The total outward movement, 428,062, was equal to 68.9 per cent of the total admissions, while in 1910–1914 the total outward movement was only 45.4 per cent as great as the incoming. Among immigrant and emigrant aliens alone the latter in 1920 was equal to 67.4 per cent of the former, compared with 27.9 per cent in 1910–1914.

Putting it in another way, the number departed per 100 admitted of each class of aliens and of the total in the two periods under consideration, was as follows:

	1920	1910–1914
Number of emigrant aliens departed for 100 immigrant aliens admitted	67	28
Number of nonemigrant aliens departed for 100 nonimmigrant aliens admitted	73	68
Total number of aliens departed for 100 admitted	69	45

This shows clearly that while the proportion of departures to admissions among the more transient classes of nonimmigrants and nonemigrants did not differ greatly in 1920 and 1910–1914, there is a very wide difference in this respect among the more permanent classes of immigrants and emigrants in the two periods. Under normal conditions this could doubtless be construed as an indication that a remarkable and highly significant change had occurred in the alien movement, but in view of existing conditions it is quite certain that the relatively large outward movement can be explained by the eagerness of aliens, whose departure had been deferred by war conditions, to return to their former homes, coupled with the fact that the facilities for leaving the United States, including financial ability, were much more conducive to emigration than to immigration.

The return movement of aliens is no new thing, however, for between 1908, when official records of outgoing aliens begin, 36 left the country for every 100 admitted, and records of the Transatlantic Passenger Association show that in the 22 years, 1899–1910, as many as 37

steerage passengers were carried to Europe for every 100 brought to the United States. The increased relative importance of the exodus may possibly continue for several years, in which event it may become an important factor in the immigration problem. In this connection it will be seen that while in the five years, 1910–1914, the indicated net increase of population by arrival and departure of aliens was equal to approximately 55 per cent of the total number admitted, in 1920 the increase of 193,514 shown in the table was only about 31 per cent of the total admissions.

PORTS OF ARRIVAL.

The principal ports through which arriving aliens of both the immigrant and nonimmigrant classes were admitted in 1920 and 1919, and in 1914, the year immediately preceding the outbreak of the war, were as follows:

Port.	1920	1919	1914	Port.	1920	1919	1914
New York	330,549	61,757	992,573	Canadian Atlantic ports.	8,158	3,110	45,965
Boston	17,007	668	80,450	Canadian border	113,406	72,074	95,514
Philadelphia	4,845	402	59,529	Mexican border	68,816	44,671	15,901
Baltimore	355	285	40,004	Other ports	49,192	29,247	57,972
San Francisco	22,698	13,396	9,800				
Seattle	6,550	6,411	5,373	Total	621,576	287,021	1,403,081

Owing to the partial revival of immigration from Europe the number of aliens admitted at the port of New York increased from 55,254 in 1918 and 61,757 in 1919 to 330,549, or more than one-half of the entire immigration in 1920; but this number, it will be noted, is only about one-third as great as the number which passed through that port in 1914. There was a revival of immigration also through the ports of Boston and Philadelphia, and an increase in the number admitted through Canadian Atlantic ports, but in every case they were still far below their prewar status. Baltimore, therefore, is the only important Atlantic port which did not share in the post-war increase of European immigration, and the number admitted there in 1920 was less than 1 per cent of the number admitted in 1914. The Pacific and border ports, with the exception of Seattle, show large increases in 1920 over 1919 and 1914, this being especially true of the Mexican border, where the admissions in 1920 were more than four times as great as in 1914.

COUNTRIES OF ORIGIN AND DESTINATION.

As already explained, immigrant and emigrant aliens represent the permanent as distinguished from the transient movement to and from the United States and are the basis of immigration and emigration in the common usage of those terms. Accordingly, in what follows the discussion will chiefly relate to these two classes.

Europe has always been the chief source of immigration to the United States, and for nearly a century prior to the beginning of the World War approximately 90 per cent of the total came from that source. During the war, however, the percentage coming from Europe fell to approximately 60 in 1915, 50 in 1916, 45 in 1917, 28

in 1918, and 17 in 1919, but in 1920 it had increased to 57 per cent of the total. But even before the revival of European immigration the return movement, which also had been largely checked by the war, began to increase, and in 1919, when only 24,674 immigrant aliens came from Europe, 84,531 emigrant aliens returned there. The movement from and to Europe and other parts of the world in the fiscal year 1920 are shown in the following table:

Countries.	Immigrant aliens admitted	Emigrant aliens departed.	Excess of immigrant aliens.
Europe	246,295	256,443	[1] 10,138
Asia	17,505	9,441	8,064
British North America	90,025	7,668	82,357
Mexico	52,361	6,606	45,755
Other	23,815	8,167	15,648
Total	430,001	288,315	141,686

[1] Decrease.

It will be seen that emigration again exceeded immigration so far as Europe is concerned, although not so overwhelmingly as in 1919. The excess of emigration in 1920 was due to the large return movement to eastern Europe, for in the case of every northwestern European country except Germany immigration exceeded emigration, as the following compilation shows:

Countries.	Immigrant aliens, 1920.	Emigrant aliens, 1920.	Average annual immigration, 1910–1914.
Belgium	6,574	1,846	5,690
Denmark	3,137	1,477	6,694
France	8,945	4,477	8,601
Germany	1,001	3,069	32,239
Netherlands	5,187	1,017	7,147
Norway	4,445	3,022	11,416
Sweden	5,862	3,109	17,843
Switzerland	3,785	1,103	3,762
England	27,871	8,099	43,753
Ireland	9,591	3,735	27,482
Scotland	2,347	1,488	15,678
Wales	1,253	141	2,274

The above figures seem to indicate that what might be termed the staying qualities of northwestern European immigration have not changed with the war, for the exodus was very small in spite of the fact that for the first time in several years there were adequate facilities for such aliens to return to their homelands. Germany, of course, affords an exception; but technically at least, a state of war still exists between the countries, and this makes impossible a free movement of German citizens either to or from the United States.

The last table also affords an opportunity to compare immigration in 1920 from the countries named, with the average annual immigration in 1910–1914, and it is interesting to note that while, as a rule, the normal prewar movement had not been resumed, it was slightly exceeded in the case of Belgium, France, and Switzerland.

Four other European countries also showed in 1920 an excess of immigration over emigration, as follows:

Countries.	Immigrant aliens, 1920.	Emigrant aliens, 1920.	Countries.	Immigrant aliens, 1920.	Emigrant aliens, 1920.
Italy	95,145	88,909	Spain	18,821	3,841
Portugal	15,472	4,728	Turkey in Europe	1,933	1,812

With the single exception of Turkey, however, the number of emigrant aliens going to eastern European countries was in excess, and in some instances greatly in excess, of immigration from the same countries. This is shown in the following table:

Countries.	Immigrant aliens, 1920.	Emigrant aliens, 1920.	Countries.	Immigrant aliens, 1920.	Emigrant aliens, 1920.
Austria	268	2,274	Poland	4,813	18,190
Hungary	84	14,233	Roumania	1,890	21,506
Bulgaria	90	3,587	Kingdom of the Serbs, Croats, and Slovenes	1,888	28,474
Czechoslovakia	3,426	11,147			
Finland	756	1,473			
Greece	11,931	20,314	Total	26,191	123,131

The number of emigrant aliens going to the countries named was 96,940 greater than the number of immigrant aliens received from them, but in view of existing conditions in eastern Europe, this record has little or no significance, any more than has the fact that approximately the same territory now included in the countries named sent, in round numbers, 583,000 immigrant aliens to the United States in 1914 compared with only 26,191 in 1920.

NEW EUROPEAN COUNTRIES.

The foregoing table also directs attention to the fact that changed political boundaries in Europe have necessitated a revision of the list of countries so long used in immigration statistics. The Republics of Czechoslovakia, Finland, and Poland and the Kingdom of the Serbs, Croats, and Slovenes appear as political entities for the first time; the "Russian Empire and Finland" in previous reports is now "Russia," and the "German Empire" is changed to "Germany." Obviously, this disturbs the long unbroken continuity of our immigration records by countries of origin, for not only are four new countries added to the list, but their advent as political entities has so changed the boundaries of other countries, that comparison of their future contributions to immigration with contributions of the past will be practically meaningless.

Three of the chief sources of immigration in the past which are radically affected in this way are Austria, Hungary, and Russia. In 1914 nearly 135,000 immigrant aliens came from Austria, but these included, in round numbers 49,000 Poles, 29,000 Ruthenians, 15,500 Croatians and Slovenians, 9,000 Bohemians and Moravians, and considerable numbers of other peoples who, for the most part, are no longer under Austrian rule. In a lesser degree the same is true of Hungary, and through the newly achieved independence of Poland and Finland, Russia has lost much important immigrant-furnishing

domain, while territorial changes in the Balkans, Italy, and elsewhere will also add to the difficulty of comparing past and future immigration on the basis of country of origin.

This would be highly unfortunate from the standpoint of immigration statistics were it not for the fact that since 1899 all records have been kept by races or peoples, as well as by countries of origin, and as this method is in nowise affected by changing political boundaries, an unbroken record in this respect is assured.

RACES OR PEOPLES.

It is usual in a discussion of immigration statistics to make comparisons between two principal groups of European races or peoples, namely, those indigenous to northern and western Europe, including the Dutch and Flemish, English, French, German, Irish, Scandinavian, Scotch, and Welsh, and those who come from the other or southern and eastern countries. For many years prior to the outbreak of the war the latter group of peoples made up by far the greater part of our European immigration, and, in spite of the almost complete cessation of the once great movement from Austria, Hungary, Russia, and other eastern countries, they contributed 184,903 immigrant aliens in 1920, compared with 165,871 northwestern European peoples. These figures, however, include immigrants coming from Canada and other sources as well as from Europe. Of the southern and eastern European peoples, 97,800, or more than one-half of the entire number, were Italians, 93,069, of whom came from Italy. Of the northern and western group 58,366 were English, of whom 5,044 came from Europe and 30,398 from British North America. In the case of emigrant aliens southern and eastern Europeans were much further in the lead with a total of 226,566, compared with only 41,532 among north and west Europeans. In other words, 122 emigrant aliens departed for every 100 immigrant aliens admitted in the first named group, compared with only 25 departed per 100 admitted in the second.

Other races or peoples which contributed more than 10,000 each to the year's immigration were the following: Mexican, 51,042; French, 27,390; Spanish, 23,594; Scotch, 21,180; Irish, 20,784; Scandinavian, 16,621; Portuguese, 15,174; Hebrew, 14,292; Greek, 13,998; and Dutch and Flemish, 12,730.

French immigrants, as in the past, were largely of Canadian origin, 19,087 having come from British North America and only 6,445 from France. A majority of the Scotch and Irish also came from British North America, 11,756 of the former and 9,614 of the latter being from that source compared with 9,094 Scotch and 10,963 Irish who came from Europe. The Hebrews came from widely scattered countries, the principal ones being Poland, 3,793, British North America 3,326, Roumania 1,304, United Kingdom 1,304, Turkey in Asia 829, Turkey in Europe 490, and Russia 460.

SEX.

The proportion of females among immigrant aliens as a whole was 42.4 per cent of the total in 1920, compared with 33.5 per cent of the total in the years 1910–1914. This increase is especially noted in the case of certain European peoples among whom the proportion of females was consistently low prior to the World War, as the following

compilation, which includes all races or peoples having more than 10,000 immigrants in 1920, will show:

Race or people.	Per cent females.		Race or people.	Per cent females.	
	1920	1910-1914		1920	1910-1914
Dutch and Flemish	44.6	35.9	Italian (south)	48.0	25.1
English	48.7	43.0	Mexican	33.3	36.6
French	48.0	43.7	Portuguese	27.1	35.8
Greek	20.2	9.2	Scandinavian	41.1	35.8
Hebrew	53.2	45.5	Scotch	47.9	43.2
Irish	50.8	48.1	Spanish	13.1	20.6
Italian (north)	48.9	25.2			

It will be seen that except in the cases of the Mexicans, Portuguese, and Spanish the proportion of females was higher in 1920 than in 1910–1914. But this fact has little or no real significance under the circumstances unless possibly the very large increases among the Greeks and Italians give a hint that the immigration of these peoples in the future may be somewhat more permanent than in the past. Experience has shown that a large proportion of women in any immigration movement insures greater permanency of residence in the United States, while one largely made up of men invariably results in a correspondingly large emigration after a few years. This well-recognized stability of female immigration is illustrated by the fact that only 17.9 per cent of the aliens who left the country in 1920 to take up permanent residence elsewhere were of that sex, and that practically the same proportion, 17.7 per cent, is found among emigrant aliens in the five-year period 1910–1914. Therefore it may be safely said that Greek and Italian immigration in 1920 represents a far more permanent class than came before the war, but whether this is not merely a temporary result of post-war conditions remains to be determined by the experience of the next few years.

OCCUPATIONS OF IMMIGRANT ALIENS.

Tables in Appendix I show in much detail the occupations which arriving immigrant aliens had followed in their homelands and those which departing emigrant aliens had pursued in the United States. The compilations which follow show the same data in condensed form for the fiscal year 1920, and also for the five years 1910–1914.

The first table divides the occupations of immigrant aliens into a few general classes:

Occupations	Occupations of immigrant aliens.		
	Number, 1920	Per cent of total.	
		1920	1910-1914
Professional	12,442	2.9	1.2
Skilled	69,967	16.3	14.5
Farm laborers	15,257	3.5	24.3
Farmers	12,192	2.8	1.1
Laborers	81,732	19.0	18.4
Servants	37,197	8.7	11.7
Other occupations	28,081	6.4	2.7
No occupation (including women and children)	173,133	40.3	26.2
Total	430,001	100.0	100.0

Comparison of the above percentages for 1920 and 1910–1914 shows two outstanding differences between the occupational status of immigrants in the two periods, first, that whereas in 1910–1914 24.3 per cent, or practically one-fourth, of all arrivals had been farm laborers before coming to the United States, only 3.5 per cent were of that status in 1920, and second, that the proportion of immigrants having no occupation increased from 26.2 per cent of the total in the earlier period to 40.3 per cent in 1920.

In the first instance the striking change is very largely accounted for by the fact that eastern European immigration which was largely made up of farm laborers was practically shut off during 1920, and the increased proportion of those having no occupation is for the most part due to the larger proportion of females coming in 1920, as already pointed out.

The occupational status of aliens leaving the United States for permanent residence abroad in 1920 and 1910–1914 is shown in the next table, and it will be observed that the proportions in the various occupational groups differed but little in the two periods:

Occupations	Occupations of emigrant aliens.		
	Number, 1920	Per cent of total	
		1920	1910–1914
Professional	3,379	1.2	1.0
Skilled	20,782	7.2	10.9
Farm laborers	2,754	.9	1.5
Farmers	11,262	3.9	2.5
Laborers	183,820	63.8	58.3
Servants	5,802	2.0	4.5
Other occupations	12,075	4.2	6.3
No occupation (including women and children)	48,441	16.8	14.9
Total	288,315	100.0	100.0

ILLITERACY.

Of the 348,111 immigrant aliens under 16 years of age and over who were admitted in the fiscal year 1920, 15,094, or 4.4 per cent of the total, were not able to read or write, and were admitted under various exceptions to the literacy test provision of the immigration act of 1917. There were 2,190 males and 12,904 females among the illiterates admitted and the exceptions under which they gained entrance were, to join relatives 14,741, to escape religious persecution 9, physical defect 1, other causes 343. The fact that the literacy test is applicable to aliens 16 years of age and over made it necessary for the bureau to eliminate the formerly used group "under 14 years" from the statistical records and substitute the group "under 16 years." For this reason earlier records of illiteracy among immigrants are not quite comparable with those of the present, but it may be noted in this connection that in the years 1910–1914, 25.3 per cent of the immigrant aliens 14 years of age and over were unable to read or write. These figures therefore afford at least an approximate indication of the effect of the literacy test.

FINANCIAL CONDITION OF IMMIGRANTS.

Immigrants applying for admission to the United States are not required to state how much money they bring with them unless the amount is under $50, but as a rule those having larger sums report the amounts they possess to the examining officials. In 1920, 141,799 immigrant aliens out of a total of 276,049 showing money exhibited less than $50 each. This was 51.4 per cent of the total number showing money compared with 44.6 per cent in 1919 and 82.7 per cent in 1910–1914. The average amount shown was $119 in 1920, compared with $112 in 1919 and $44 in 1910–1914.

DESTINATIONS IN THE UNITED STATES.

The principal destinations of immigrant aliens in the United States and the number of emigrant aliens leaving the same States in 1920 are shown in the following table:

States.	Immigrant aliens.	Emigrant aliens.	Excess of immigrant aliens.
New York	106,630	88,713	17,917
Massachusetts	41,594	16,490	25,104
Texas	39,115	2,469	36,646
California	32,502	13,614	18,888
Michigan	28,227	12,931	15,296
Pennsylvania	27,637	44,156	[1] 16,519
Illinois	16,964	17,951	[1] 987
New Jersey	16,666	14,210	2,456
Ohio	15,377	29,543	[1] 14,166
Other States	105,289	48,238	57,051
Total	430,001	288,315	141,686

[1] Decrease.

In prewar years New York invariably led all other States as a destination of immigrants, and for many years Pennsylvania held second place and Illinois third. New York maintained the lead in this respect throughout the war years, and in 1920 the number destined to that State was more than two and one-half times as great as that going to Massachusetts, the nearest competitor. Pennsylvania and Illinois, however, ranked sixth and seventh, respectively, in 1920, and these States, with Ohio, are recorded as having lost more aliens through emigration than they received, the relatively large return movement to eastern Europe, previously noted, accounting for this loss. Texas received more immigration than ever before, and California the greatest number since 1907, when 35,377 were destined to that State. All but 1,905 of the 39,115 destined to Texas were Mexicans, but several races or peoples contributed largely to California's share, including 5,982 English, 5,691 Mexican, 3,939 Italian, 3,933 Japanese, 1,911 Portuguese, and 1,844 Scotch.

The foregoing discussion includes only the more important facts relating to alien arrivals and departures during this year, and those who are interested will find in the statistical record in Appendix I much additional data of value concerning the subject of immigration and emigration.

REVIEW OF WORLD IMMIGRATION.

Although nearly 20 months have passed since the signing of the armistice, the close of the fiscal year 1920 finds the immigration lanes from a great part of Europe closed almost as effectively as they were during the war. It is true that the resumption of peace-time traffic on the ocean and the return of fairly normal conditions in Great Britain, France, and other western European nations have brought about a considerable immigration and emigration movement between those countries and the United States. It is true also that the movement to and from Italy and Greece has reached considerable proportions, but Austria, Hungary, Russia, the Balkans, Germany, and the war-born States of Finland, Czechoslovakia, and Poland—territory which sent nearly 600,000 immigrants to the United States in 1914 alone—sent less than 6,300 in 1920. Therefore, what will undoubtedly be our greatest postwar immigration problem is still a matter of the future, but even a casual observation of the trend of events in central and eastern Europe is enough to warrant the conviction that at any time and without warning this problem may become an immediate and very pressing one.

The central and eastern Europe situation and its probable relation to future immigration was discussed at some length in a review of world immigration which appeared in the bureau's annual report for 1919. It was pointed out in this connection that while immigration from western Europe long ago passed the crest and probably would never again attain its old-time volume, the movement from the southern and eastern countries was still considerably below the anticipated flood stage when the World War began. The bureau at that time predicted that immigration from western Europe would soon resume its normal prewar status, and that very probably there would be a somewhat increased movement in the case of some countries, and the experience in 1920 has only strengthened that belief. It predicted, also, that immigration from eastern Europe would almost certainly resume prewar importance whenever this became physically possible. It went further than this, and pointed out the possibility and even the probability that when this region finally emerged from the maelstrom into which the World War had plunged it the overseas exodus would not only reach its prewar status but would increase beyond anything that was ever dreamed of in the past.

As already suggested, the experience of the fiscal year just ended has seemingly justified the bureau's prophecy concerning immigration from western Europe, for, as pointed out in the discussion of immigration statistics elsewhere in this report, the movements from and to most of the countries have already resumed something like their prewar proportions, and in the case of some countries the westbound tide is even higher than in the years immediately preceding the war.

The year brought little change in immigration from central and eastern Europe, however, and at its close those regions are still so involved in the aftermath of the World War that immigration from them is negligible. Developments of the year, however, have been such as to strengthen the bureau's belief that when real peace finally comes to that part of the world and free communication with

other countries is again resumed, the volume of immigration will be limited only by the lack of ocean transportation or the effectiveness of possible barriers which the various countries themselves may erect against the emigration of their people, or which the United States and other nations may erect to wholly or in part prevent their admission.

The situation in specific sections or countries of Europe, as it appears to the bureau at the close of the fiscal year, may be briefly summarized as follows:

From all accounts Great Britain—that is to say England, Scotland, and Wales—has made rapid advances toward the restoration of normal conditions along all lines since the war ended, and this apparently is reflected in our immigration from those sources during the last fiscal year, when it resumed practically its prewar status. This is clearly shown by the following comparisons between the number admitted from those countries in 1920 and 1914:

	1920	1914
England	27,871	35,864
Scotland	9,347	10,632
Wales	1,253	2,183

So far as the statistics reveal, the character of this immigration was not materially different from that of earlier years, and it is predicted that it will so continue, except that a considerable increase may be expected provided stable economic conditions are maintained in this country. However, the demands and attractions of Canada and other British overseas dominions, which are extensively presented to the people of Great Britain, will undoubtedly prove as effective as they did in years prior to the war, thereby preventing any very large movement to the United States, though many may leave the home countries.

Fewer immigrants came to the United States from Ireland in 1920 than in any year between 1833 and 1916, and it is presumed that disturbed political conditions in that country were in large part responsible. The number admitted in 1920 was only 9,591, compared with an annual average of 32,000 in the 15 years 1900–1914, and while a substantial increase may be expected, it is doubtful whether Ireland will ever regain its former place as one of the most extensive immigrant-furnishing countries.

Following the close of the Franco-Prussian war there was something of an increase in immigration from France to the United States, but there was no suggestion of an exodus of population, because at its highest point, in 1873, only 14,798 came. In the five years 1910–1914 immigration from France averaged 8,601 annually and in 1920 it was 8,945, which probably indicates nothing more than a quick return to a normal status. This may be expected to continue without important fluctuations.

As for other countries of northwestern Europe the developments of the year were substantially the same as in the cases of Great Britain and France, for while immigration from Belgium, Denmark, the Netherlands, Scandinavia, and Switzerland did not reach prewar

proportions in any case, except that of Switzerland, nevertheless the trend was clearly in that direction, and the bureau expects a fulfillment of the prediction made in 1919, that with the restoration of traveling and other facilities the movement from these sources will soon resume and perhaps for a time somewhat exceed its average for the years immediately preceding the war.

Perhaps the most important development in the immigration record of 1920 was the largely increased number coming from Spain, a country which until recent years had contributed only a few thousands to the many millions who have come from Europe during the past century. From 1820 to 1902 the average number coming from Spain was only about 500 a year, and it exceeded 1,000 only six times during that period. In 1903, however, 2,080 came, and the average number from that year until and including 1919 was 4,480 annually, the largest number, 10,232, coming in 1917. In 1920 the number coming from Spain reached 18,821. Thus, although one of the westerly countries of Europe, Spain was the last to become an important source of immigration to this country. It has a population of above 20,000,000, and with a newly started and rapidly growing immigration at a time when so many other sources are closed, it is reasonable to expect that within a few years the Spanish people will be a very important factor in the movement from Europe.

Immigration from Portugal, including Cape Verde and Azores Islands, in 1920 also reached the highest point in its history—15,472, compared with an annual average of 7,128 in the 21 years, 1899–1919.

The resumption of immigration from Italy soon followed the close of the war, and a total of 95,145 came from that country in 1920, compared with an annual average of 194,500 during 16 years prior to the beginning of the World War. This may safely be taken to indicate that the prewar status will soon be reached, and it would not be surprising if it surpassed for a time at least the average of prewar years, especially if immigration from eastern Europe is not resumed in its former proportions.

What is said of Italy can also be said of Greece, for while the 11,981 immigrants who came from that country in 1920 represent less than one-half of the average number coming during the few years next preceding the war, the quick resumption of immigration on such a considerable scale indicates a tendency which will very probably result in much larger numbers coming when normal conditions of travel are fully restored.

So far as the remainder of Europe is concerned—which is to say, Germany, Austria, Hungary, Russia, the Balkans, and the newly created States of Czechoslovakia, Finland, and Poland, which appear in this report for the first time as separate political entities—there is little that can be said on the basis of the year's immigration for the reason that almost none was admitted from these sources. Of course the failure of the United States to ratify the treaty of Versailles leaves this country in a technical state of war with the so-called Central Powers, so that there is little freedom of intercourse with them. Russia proper is still largely shut off from other parts of the world and communication with the Balkans is very much restricted. There has been a considerable return movement to some of these countries, particularly to Hungary, Roumania, Czechoslovakia, and Poland, but all of the central and eastern European

area under consideration furnished fewer than 6,300 immigrants in 1920, compared with nearly 600,000 in 1914. But, as already stated, there is every reason to believe that when the barriers are removed, there will be an outbursting of people from these countries which will produce an immigration limited only by the facilities for ocean travel.

With the exception of the so-called Great Russians, who may be briefly described as that part of the Russian population now included in Soviet Russia, all of the principal peoples of eastern Europe have furnished large contributions to our immigration and in most cases the numbers coming were increasing when the war began, with the prospect that under ordinary circumstances such increase would have continued for years to come.

Many of these peoples, as a result of war, have come under changed political sovereignty and as a rule have ceased to be subject peoples. Naturally this would have at least a temporary effect of restraining emigration, but it can not be supposed that it will do so permanently, especially under present economic conditions, which according to all available estimates are destined to be the lot of practically the entire region under consideration for a long period, even after fighting ceases and stable and permanent governments are established. This being the case, it can not but be expected that as in the past the surplus population will seek relief in emigration.

An important question—perhaps the most important one which arises out of the turmoil of eastern Europe—is to what extent will the people of Great Russia become a part of future immigration. For many years after other peoples of what was then Russia, notably the Poles, Hebrews, Lithuanians, and Finns, had become large factors in our immigration it was commonly predicted that the Russians themselves would never follow their example to any great extent. The contrary proved to be true, however, for in the few years next preceding the beginning of the war they began to come to the United States in rapidly increasing numbers.

The following figures showing the number of immigrants of each of the peoples named who came from Russia in 1910–1914 will illustrate this point:

	1910	1911	1912	1913	1914
Hebrew	59,824	65,472	58,389	74,033	102,638
Polish	63,635	40,193	51,244	112,345	66,278
Lithuanian	21,676	16,210	13,576	23,873	20,808
Finnish	14,999	8,942	5,708	11,156	10,968
Russian	14,768	17,581	21,101	48,472	40,241

With the exception of the Russians the peoples enumerated came from western and southwestern Russia, the most of which territory is either definitely separated from the former empire, as in the case of Finland and Poland, or which, for the present at least, is outside the jurisdiction of the so-called Soviet government. Accordingly, the only immigrants who in the past have come in any numbers from what is now Soviet Russia are the real Russian people, mentioned in the table, and some immigrants of German blood who came from the old-time German settlements on the Volga River.

Leaving out of consideration the various peoples of Asiatic origin who inhabit the eastern part of the country, the population of the present Soviet Russia is very largely made up of the real Russian people already referred to, and the extent of their future immigration to the United States can only be conjectured. But it is safe to say that much will depend upon economic, and perhaps political, conditions in Russia when normal intercourse with other countries is resumed. The rapid increase which, as the above table shows, occurred just preceding the World War was thoughtfully considered by the bureau, and the conclusion was reached that, unless artificially restricted, these Russians would soon become one of the largest, if not the largest, racial groups among our immigrants.

At that time it was believed that unfavorable economic conditions, resulting largely from overpopulation of land available for the peasants in large sections of central Russia, were chiefly responsible for the beginning and rapid growth of the movement to this country. In earlier years this population pressure had been somewhat relieved by an enormous immigration of peasants to Siberia, but for various reasons this decreased, and the increased movement to the United States, and also to Canada, almost immediately followed.

The World War, of course, abruptly stopped this movement, as it did all immigration from eastern Europe, and the isolation of Russia since the war ended has been equally effective in that respect. Whether the political upheaval in that country will result in removing what seemed to be the chief cause of peasant migration to Siberia and emigration overseas remains to be seen.

THE ASIATIC SITUATION.

There was no material change in immigration from the Far East in the fiscal year 1920 compared with 1919, but that coming from Asiatic Turkey increased from only 19 in 1919 to 5,033 in 1920, this being due to the fact that the Syrians and Armenians are again beginning to find their way to the United States. These and other subject peoples of Turkey have come to the United States in considerable numbers in the past, and while their emancipation from Turkish rule may have some effect in checking immigration it seems very likely that the movement will continue much as it was before the war with a probability of considerable increase.

China contributed 2,330 immigrant aliens during the year 1920 and 3,102 returned to that country, while 9,432 came from Japan and 4,249 returned there. The annual immigration from China has not changed materially during more than a quarter of a century and it long ago responded to the policy of exclusion. The number admitted from Japan was slightly less than in 1919, and also slightly under the annual average for the 21 years, 1899–1919, that average being 10,984. During that period, however, the number varied greatly, the extremes being 30,226 in 1907 and 2,720 in 1910.

BRITISH NORTH AMERICA.

With the single exception of Italy, Canada, or rather British North America as a whole, led all other countries as a source of immigration in 1920, the number admitted being the largest recorded

immigration from that source since 1882, with the exception of the two years, 1916 and 1917. Immigration from and emigration to Canada are discussed at greater length elsewhere in this report. (See p. 23.)

MEXICO.

After Italy and Canada, Mexico furnished more immigrants in 1920 than any other country, 52,361 having been admitted from that source compared with 29,818 in 1919, and an annual average of 10,320 in the 21 years 1899–1919. The large increase in 1920 is said to be due to various causes, the chief of which was the demand for labor at high wages in the southwest, where these immigrants form a highly important part of the labor supply.

CENTRAL AND SOUTH AMERICA.

Immigration conditions from the various countries in this part of the world show little change, but with the development of commerce now progressing to the mutual interests of all nations contributing to the same, it is expected that movement of people to and from the United States and all countries to the south will materially increase.

DIVISION OF INFORMATION.

It is hoped that the present activity of the division will be extended as far as practicable in an effort to give information to arriving immigrants concerning the "resources, products, and physical characteristics" of the various States, and in supplying information to individuals or organizations, public or private; and in addition that the forthcoming appropriation bills will amply provide for the work. The necessity for proper distribution of recent arrivals is as great as that of supplying employment to our own people, and this duty should ever be borne in mind. Successful efforts in this direction will save many from liability of becoming public charges and avoid hardships and other consequences resulting from neglect and idleness. It was in part with these facts in mind that in the report for 1919, while discussing the subject of anarchy and of our duty to immigrants, the following expression was made:

> Another thought that has been evolved from the consideration of anarchistic work is that the alien who comes to our country fresh from places where the system of government is unlike that which exists here, and where repressive measures are enforced against many privileges that men believe they ought to enjoy, is imbued with a feeling of opposition to government as a whole, which is not generally true of those who come from nations with democratic tendencies; but both classes come in contact with persons who are interested in and teach anarchistic doctrines or represent organizations having such tendencies. With the former class these find ready companionship; with the latter they get the first opportunity to insidiously pour into their minds ideas against government and constituted authority. The Government should take steps to arm every alien on admission at our immigration stations with the knowledge that can be utilized by him to confront these teachers of evil when they appear, and will enable him to combat them. He should be given information as to his privileges as well as his responsibilities. Contact, through the Information Division of the Immigration Service, should be continued after his entry and every assistance extended to prevent him from becoming the prey of the enemies of government and of our system of civilization, thus not only aiding in his assimilation but in his Americanization as well.

Assimilation of aliens can, by cooperation, be developed by having the alien aid himself as much as by aid extended to him. Fortunately aliens who are law-abiding people and hence of the right kind to mold into our citizenship possess initiative and the desire to better their condition in high degree. In connection with their own efforts, direction under appropriate official authority should be afforded in the social and economic development of the work of assimilation. Already has this service devoted attention to the subject by providing that notice shall be given to school and other authorities of the arrival of immigrant families having minor children subject to the provisions of the school, labor, and other laws. * * * In returning to the conditions of peace, this work should be renewed and prosecuted with vigor, and the organizations of women and men which had tendered their services in the past should be called into activity. * * *

This movement should not be on class or racial lines. It should follow the fundamental teachings of our institutions, and in its organization and development no more should be done for the alien than is done for the citizen, native or naturalized. This would aid in instilling into the minds of the new citizenship that may be thus secured the fundamental principle of our institutions—equality. It would, moreover, aid in dispelling the idea of class and caste, something from which most of the aliens who come to us have endeavored to escape.

The bureau reverts to the subject and reiterates the recommendation in the quotation that provision may be made to place in operation the suggestions set forth and for the inauguration of the movement to supply the information described under this heading. As a good beginning, the suggestion is made that the office which finally developed into the United States Employment Service may be reopened at the barge office, New York, under the auspices of said division, not as an employment service, but to supply the much needed information indicated. Ellis Island Station, as a gateway of the large majority of immigrants coming to the United States, is conveniently located, and by close cooperation the public could be served at the proposed office without adding to the congestion constantly existing at that station.

Duplicating the plans with necessary modifications mentioned in the above quotation concerning notices to school authorities in the various States, advising them of the arrival in their respective jurisdictions of children of school age, notice of the arrival of immigrants, stating the kind of work to which they are adapted and in which they have had experience, together with their respective addresses, might be sent to the headquarters of the United States Employment Service and all district offices of the Immigration Service, also to State authorities, so that interested parties in their particular line of work may get in touch with such arrivals before they enter work different from that which they followed in the country of their nativity. It is thought that the establishment of this system may be of some aid in directing immigrants to the farm.

WOMAN'S DIVISION.

In connection with the social and economic development of the work of assimilation of arriving immigrants and in the exercise of authority conferred by law to prevent their exploitation, as well as to aid in securing protection and humane treatment, particularly aiding women, girls, and children while in transit through the country, by proper advice and direction and by the utilization of the assistance so generously tendered by many organizations of women engaged in this great work to insure safe delivery at destinations, it recommends the enactment of a law providing for the establishment of a woman's

division in the Bureau of Immigration, presided over by a woman chief of division. Its work should be confined, so far as immigrants are concerned, to immigrant women, girls, and children; and, in general, to interest the public in the work of the department and bureau in behalf of women as affected by immigration laws; also to endeavor to secure the cooperation of organizations desiring to be of assistance to, and to take a beneficial interest in, immigrant families. It will be remembered that when the war broke out, as stated in the last annual report, this service had provided that "notice shall be given to school and other authorities of the arrival of immigrant families having minor children subject to the provisions of the school, labor, and other laws. It also had, when the war broke out, an arrangement with women's organizations of the country whereby these notices could also be sent to their local units, which had elected to take a beneficial interest in such work. This interest developed to an enthusiastic degree, but the effects of the war preparations prevented progress. In returning to the conditions of peace this work should be renewed and prosecuted with vigor, and the organizations of women and men which had tendered their services in the past should be called into activity. As these organizations are found to have units in practically every village, town, and city in the land, the results can not fail greatly to aid the objects of the movement. Efforts of this character induce interest and command success, as they are founded on the work of willing hands and kind hearts." By reorganization on lines formerly existing and by the united effort of those interested in the work throughout the land, the department and the bureau will be enabled to render immigrants the service contemplated by law and thus aid in their assimilation and Americanization.

SOURCES OF REVENUE.

The head tax was a great revenue producer until the World War checked the flow of immigration, and the surplus was greatly reduced during the war years.

On June 30, 1920, the surplus of receipts over expenditures for administration and for enforcement of immigration laws from 1894 to that date is shown in the following statement:

Total head-tax collections	$50,233,742.00
Total appropriations	45,949,949.00
Net surplus	4,283,793.00

The next fiscal year will witness receipts again exceeding expenditures, as in prewar years.

The revenues for the fiscal year ending June 30, 1920, were as follows:

Head tax	$2,947,984.00
Administrative fines	154,210.00
Court fines and forfeited bonds	42,073.00
Total	3,144,267.00

NEW SOURCES OF REVENUE.

Recommendation is made for the enactment, where not now in the law, of necessary legislation to authorize, for the reasons hereinafter set forth, the collection of charges for official work performed, as follows:

1. Seamen's identification cards..... $1.00
2. Renewal of same, or certificates hereinafter specified, each..... 1.00
3. Certificates of arrival, etc., for naturalization purposes, except when necessary in a proceeding arising under the provisions of the immigration act..... 1.00
4. Certificates issued by the Department under seal in proceedings other than those pending in the immigration districts or in the department..... 1.00
5. All other certificates..... 1.00
6. Copies of records or documents to be certified under seal, or otherwise—15 cents per folio, first copy; 5 cents per folio for second or additional copies.
7. Return certificates[1]..... 1.00
8. Certificate of identity and duplicate certificate of residence, each[1]..... 2.50
9. Transit certificates[1]..... 1.00
10. Reimbursement of the total cost, including salary paid, traveling and living expenses of immigration officers accompanying transits at the request of transportation companies, or otherwise.
11. Reimbursement from transportation companies for the cost of lodging and other supplies necessary for the comfort and protection of any alien applicant for admission into the United States brought to any immigration station thereof for inspection at the seaports or land borders.

Justification for the foregoing recommendations, briefly stated, is as follows:

1, 2. The Government is now expending a very large sum of money in connection with the inspection of seamen. The possession of an identification card is necessary and of benefit to the seamen, but some become careless about its safekeeping. Losses are frequent, thus requiring renewals at the expense of much time of a busy inspector. This carelessness sometimes leads to an accumulation of cards and the liability that some may get into the hands of persons who may use same unlawfully. The fixing of the proposed charge will cause greater care to be taken of them by seamen.

3. Certificates of arrival for naturalization purposes are furnished by the district officers of the Immigration Service at the places where, either at the seaports or land boundaries, the alien arrived. Very often, owing to the meager information furnished, it involves labor consuming hours and sometimes days to go through voluminous records to obtain the facts for certification. The Immigration Service is compelled out of its funds to maintain a force at the various ports in order that demands for such certificates may be met. It is considered that the charge is not only reasonable but justifiable under the circumstances.

4, 5. Certificates to be issued under the seal of the Department of Labor, attesting to the correctness of documents, or copies of documents, for use in court proceedings, are often applied for. Their preparation requires considerable labor and time. The amount which is proposed in each instance is considered to be fair.

6. Copies of records of documents certified under seal or otherwise involve the utilization of considerable time of the officers of the service and of Government supplies. The charges prescribed are recommended.

[1] Under Chinese-exclusion act.

7, 8, and 9. These documents are issued under the provisions of the Chinese-exclusion law and are not directly necessary for use in any Government proceeding, but they are for the personal benefit of the individual applying therefor. The charges, like the others made, are reasonable. The suggested charge of $2.50 under item 8 is accounted for by the fact that the card furnished is printed on a specially prepared paper, engraved to prevent fraud; likewise with the duplicate certificate of residence. Investigation is required before the issuance of certificates under headings 7 and 8. Transit certificates are issued to Chinese entering the United States and passing through the same to other countries. Care has to be exercised to avoid the introduction of diseases. Supervision to avoid unlawful entry into the country and to secure departure therefrom, as per permit granted, is required. The charge is a fair one.

10. Transportation companies and all persons interested often require officers of the Immigration Service to accompany transits under supervision of the Immigration Service. Provision for reimbursement is made so as to include all expense incurred.

11. In the judgment of the bureau, the law already provides for reimbursement from the transportation companies for all expense incurred in the care and maintenance of aliens brought to immigration stations at the seaports or land ports of the United States for inspection. It mentions this item because it believes that it should be a source of future revenue. The transportation companies now pay for the food furnished and for the medical treatment given to aliens so brought by them, but so far no effort has been made to collect from them the large expense incurred by the Government for their lodging and for the furnishing of other supplies necessary to their comfort and protection. A casual inspection of the accounts of the Immigration Service will readily disclose the large amount that is yearly expended to pay for the lodging and care of such aliens. There is as much reason, and certainly as much authority in law, to collect the cost of lodging as there is to collect the value of food furnished.

It is estimated, according to present volume of immigration, that from the above possible sources of revenue a sum ranging from $700,000 to $1,000,000 yearly may be added to the receipts collected under the auspices of the Immigration Service.

PERSONNEL AND APPROPRIATIONS.

The great outstanding fact made prominent throughout the year, of which those in authority in the department and the Immigration Service were constantly reminded, was inadequacy of force and insufficiency of appropriations to properly officer the service and furnish the supplies necessary for the efficient enforcement and administration of the laws. This statement is not made in any spirit of complaint, for it is realized that the demands made upon Congress have been enormous and the ability to supply what it was claimed was needed has been limited by taxation already constituting a burden. Resigned as the Immigration Service has been to this situation, it is not unmindful of the existence of a condition under which it can not continue to meet the responsibilities placed upon it unless provision is made for an increased number of officers and employees and its funds are augmented to meet the necessities of admmistra-

tion so as to permit it to function efficiently. The activities of the Immigration Service during the fiscal year in its regular work may be summarized as follows: An increase in admissions of immigrant aliens from 141,132 in 1919 to 430,001 for this year, with departures placed at 288,315 of the same class (emigrant); the movement of non-immigrant and nonemigrant aliens for this year was, inwardly, 191,575, and outwardly, 139,747, as compared with 95,889 and 123,522 for 1919. As already stated, the requirements of the seamen's provisions of the immigration law of 1917 have materially increased not only the work but the responsibilities of the Immigration Service. Inspections at seaports increased from 810,097 in 1919 to 933,081 in 1920. The total number of examinations aggregated 1,566,452, composed of 621,576 aliens admitted (430,001 immigrant and 191,575 nonimmigrant), 11,795 aliens debarred, and 933,081 alien seamen, exceeding by 391,504 the average yearly inspections of all classes of aliens for the 10 years preceding the World War, which was 1,174,948, and greater by 114,919 than the total inspections of aliens in 1907, when immigration reached its highest point. This increase of work calls for increase of force and increase of funds.

The bureau estimates, after careful study and consideration, that $6,000,000 will be necessary in order to provide a reasonably adequate service for the coming year, and believes that unless an appropriation for the next fiscal year reaching or approximating that amount is secured it will be impossible to properly enforce the immigration laws and meet all requirements of administration. This estimate is based upon actual conditions and necessities. Since our entry into the World War the making of numerous repairs and improvements at the various immigration stations was postponed because of the appeal then made to desist from making such requests except in case of urgent requirements, with the result that at all stations repairs are now necessary not only to buildings but to machinery, ferry boats, etc. Additions and improvements have for like reasons been deferred until the accumulation of such necessities is causing embarrassment in carrying on immigration work. What was avoided then calls for early action now; otherwise, not only will damage result to Government property but interference with the proper care of immigrants will follow.

Moreover, the growing necessity for additional employees was for the same reasons not pressed. A material increase is now unavoidable and it is estimated that a personnel of 2,500 will be required. In connection with the increase in personnel there must be considered an increase in pay. The difficulty in securing and keeping good officers when other public services, as well as private industries, offer greater pay for practically like qualifications, has been one of the drawbacks to efficient administration for some years past. During this year it has become accentuated to such an extent that it has caused the loss of many experienced officers from the service, and inability to induce qualified persons to accept employment by reason of the conditions described has at times brought some branches almost to the breaking point. Not only must provision be made for greater compensation, but the service must be made as inviting as that established in private industry and promotions for meritorious application to duty provided for at proper intervals. Unless this is

done and the competition thus created is met, it will be difficult to look for the acquisition of efficient members of the force. The experience of the last six months affords abundant proof of this fact.

It is the view of the bureau that, taking immigrant inspectors as an illustration, it should be possible to divide this class of employees into three groups, with annual salary as follows: First, commencing at $1,380 and extending to $1,740; second, from $1,740 to $2,120; and third, from $2,120 to $2,500. All inspectors reported as worthy of promotion for meritorious service should be advanced in the respective grades. The clerical employees likewise should be divided into three grades with a maximum salary of $2,120, the first grade to reach $1,320, the second $1,740, and the third the maximum amount mentioned. Stenographers should be similarly treated as to the division of grades, the first to $1,380, the second to $1,740, and the third (including secretaries of boards of inquiry) to $1,860. Proceeding on this line, watchmen, laborers, and other members of the subclerical group, according to the importance of the work performed, should be also graded. Possibly in this class two grades might be sufficient. In subclerical work the amount fixed by the minimum-wage bill, passed by the Lower House of Congress during the last session, should be used as the minimum. All salaries are at the yearly rate. The present immigration force consists of about 1,700 officers and employees. The 800 increase proposed is intended to supply aid in the various grades of the inspectorial, clerical, and subclerical work throughout the jurisdiction already called for by pressing requests on file and to provide the eight-hour day and six-day week in all branches of the service. It is proposed, first, to utilize the balance to increase the force on the two borders, on the coast lines as well as at seaports, for the prevention of illegal entry of aliens; the apprehension and prosecution of those found illegally within the country, and in this connection to maintain a follow-up system to guard against violations of the laws and regulations in a general sense and particularly by aliens who are permitted thereunder to enter for specified purposes; and, secondly, for the supply to the various ports and stations of a sufficient number of additional employees to meet the increased requirements in enforcing the provisions of the immigration laws concerning seamen, reference to which has already been made.

The $6,000,000 estimate is also intended to cover the amounts required for the repair of vessels, alteration and repair of buildings, and other items that do not involve directly the enforcement or administration of the law, which unless provided for in sufficient amount will, as was done during the last fiscal year, cause the utilization of funds absolutely required for immigration purposes. As many repairs and alterations of this character have been deferred, as hereinbefore indicated, this becomes a matter of importance for the coming year because of the extent to which it will be necessary to make such repairs and alterations.

This estimate is also intended to meet the necessity of sending to the countries to which they have been ordered returned aliens, subject to deportation, many of whom are now in public institutions at the expense of Federal, State, or local authorities.

Among the items too numerous to mention which this proposed estimate is intended to cover is a provision for an increase in the per

diem allowed in lieu of subsistence. The cost of subsistence and sleeping accommodations of officers on short trips has been one that has produced loss whenever they have been compelled, in obedience to orders, to go to places away from their homes. The fixing of the $6 rate will equalize this allowance with that which it is understood is given in some other branches of the Government service.

It is believed that with a system in force that can be created by increased personnel, offering fair compensation for a day's work and holding out the promise of promotion for meritorious service, will not only encourage those now in the bureau's employ to continue therein but will induce qualified citizens to accept appointments.

The above refers to the necessities of the service in the field. There remains to consider the statutory organization at the seat of government. As the districts composing the field service report to the department through that organization, their work is thus reviewed under departmental direction for presentation to such of its officers who pass upon decisions in appeal, warrant, and other proceedings under the immigration law. Efficiency and ability of a high order are required to properly attend to the large amount of work committed to this force, which demands knowledge not only of immigration laws and regulations, but also of laws covering constitutional, international, and municipal questions. To secure such a class of competent officers and to meet the increased work that has grown during the last year by leaps and bounds, the bureau recommends additions to the clerical sections, as well as to those engaged in law duties. The proposal is to add two law examiners qualified as immigrant inspectors at $4,000 each, one at $3,500, one at $3,000, one at $2,500, and two at $2,000 each. As the work performed by these officers is of a judicial and legal nature, the compensation named is not considered exorbitant and is in keeping with the salaries paid like officers in many bureaus of the Federal departments.

Classification of officers and employees and an equitable system of efficiency ratings are much needed in connection with promotions and the fixing of salaries of the personnel of the service, as a guaranty of equal treatment and fair dealing to all.

One difficulty that has stood in the way of a complete distribution of the personnel of the immigration service from one district to another where their services might have been more valuable, or where conditions might have been more agreeable owing to proximity to former homes of employees, has been the fact that the expenses of transportation for themselves and their families is so great that transfers would practically impoverish them; hence transfers have not been ordered except where absolutely necessary. Other services, the writer is informed, make an allowance for such expenses, and the bureau feels if such a rule could be extended to the Immigration Service much would be accomplished in bettering administrative conditions.

TRAINING OF OFFICERS.

As soon as funds will permit, provision should be made for a general understudy system throughout the service, conducted in connection with a comprehensive scheme of training in the important phases of immigration work. There are daily being introduced into

the personnel from the civil-service register new employees totally inexperienced who, no matter what their qualifications, must gain a knowledge of their work before they can be considered efficient for the duties they are expected to perform. This takes time, and unless it is specially directed and supervised will either develop the worker by slow degrees at considerable expense in salary paid or add to the roll a percentage of inefficient employees. Systematic training will correct these conditions and produce an efficient force at minimum cost in money and time.

In addition and as a necessary adjunct to such training particular efforts should be made to produce uniformity in administration throughout the service. The work now in part covered by special representatives of the bureau (see Appendixes III, IV, and V) should be broadened so as to include all branches of immigration activities, including details of administration, accounting, and personnel matters in all districts.

If to these proposed plans could be added annual conferences of commissioners, supervising inspectors, and inspectors in charge, to be followed by district conferences to include the first assistants of such officials, together with representatives from the inspectorial and clerical forces, there is every reason to believe that the maximum of efficiency would be approximated, with results that would make our service inviting and produce effective enforcement of law.

OFFICERS AND EMPLOYEES OF THE IMMIGRATION SERVICE IN THE WORLD WAR.[1]

In accordance with the intention expressed in its last annual report, the bureau here presents a list of those members of its personnel, both in the field and in Washington, who served in the military and naval forces of the United States during the war with the Central Powers, from April 6, 1917, to November 11, 1918. It is pleased to record that so large a number of its employees were called to serve their country and that so many of these attained commissioned and noncommissioned rank in the Army and Navy. All of those who desired to return to the Immigration Service upon the termination of their military service have been reinstated in their former positions with such promotions as they would have received had they remained continuously on immigration duty.

Special mention is here made of the service of Maj. Oscar F. Miller, for many years an inspector on the Mexican border, who was killed in action September 30, 1918, while leading his command. The extraordinary heroism of Maj. Miller in refusing to relinquish command of his battalion, although he had received several mortal wounds, has been recognized by the posthumous award of the congressional medal of honor, the most distinguished reward within the gift of the Nation. He was attached to the 361st Infantry, 91st Division, A. E. F., in France.

[1] Information as to omissions, if any, in this list will be appreciated; also data for necessary correction of errors. The proper rank of each person is especially desired.

Members of the Immigration Service who served in the Army, Navy, or Marine Corps during the recent war.

MONTREAL DISTRICT.

Name.	Branch of service.	Length of service.	Rank.
Browning, John W	Army	Served throughout the war	Captain.
Dickinson, Alfred K	do	3 months 21 days	Private.
Dodge, Ralph S	do	3 months	Do.
Fick, George E	do	2 months	Do.
Foltz, C. Austin	do	7 months 15 days	Do.
Hurley, Patrick J	do	16 months	Do.
Leonard, Joseph H	do	14 months	Corporal.
Marston, Lester W	Navy	2 months	Apprentice seaman.
McBrien, Agnes E	do	13 months	Yeoman (F) first class.
McGahey, John G	Army	3 months 21 days	Private.
Piper, Ben. D	Navy	11 months	Seaman.
Sheehan, Francis P	do	1 year 19 days	Ship's writer.
Shortsleeve, V. B	do	2 years 1 month	Pharmacist's mate 3d class.
Sullivan, Harold F	Army	16 months	Private.
Vranken, John M	do	19 months	Master signal electrician.
Wheeler, Elisha	do	do	First sergeant.

BOSTON DISTRICT.

Finn, John F	Army	17 months	Battalion sergeant major.
Greene, Franklin A	do	23 months	First lieutenant.
Lyons, John M	do	2 months	Student officer.
Macomber, M. Chester	do	13 months	Sergeant.
Riley, Leon E	do	8 months	Field clerk.

ELLIS ISLAND, NEW YORK HARBOR.

Baruch, Samuel [1]	Army	Dec. 9, 1917, to Dec. 21, 1918	
Carter, Lake T [1]	do	Mar. 27, 1917, to Apr. 12, 1919	
Daly, James P [1]	Navy	Aug. 11, 1917, to Mar. 5, 1919	
Harris, Albert [1] (Awarded the Croix de Guerre.)	Army	Mar. 31, 1919, to Apr. 4, 1919	
Kaba, John [1]	do	Aug. 21, 1917, to Sept. 12, 1919	Captain.
LaPointe, Edward J. [1]	Marine Corps	Apr. 1, 1917, to June 6, 1918	
Mintzer, H. A. [1]	Army	Feb. 26, 1918, to Dec. 21, 1918	
Monahan, Jeremiah J. [1]	do	June 24, 1918, to Nov. 27, 1918	
Perrone, Salvatore J. [1]	do	June 14, 1918, to Dec. 31, 1918	
Rothenstein, Arthur [1]	do	Apr. 28, 1918, to Dec. 3, 1919	
Scarinzi, Joseph [1]	do	May 22, 1918, to June 3, 1919	Machine gunner.
Watson, George N. [1]	do	Apr. 17, 1918, to Jan. 20, 1919	Captain.
Camen, Samuel [2]	do		
Clark, Lafayette G. [2]	do		
Gilde, Fred [2]	do		
Hoebee, Johannis [2]	do		Major.
Schwimmer, Aaron [2]	do		
Woodward, Harold C. [2]	do		Do.
Bauer, M. [3]	do	Oct. 10, 1917, to Apr. 2, 1920	
Brostow, Stanley [3]	Navy	May 2, 1918, to Dec. 2, 1918	
Hartnett, T. C. [3]	Army	Jan. 7, 1917, to Apr. 3, 1919	
Locicero, Luigi [3]	do	Mar. 14, 1914, to Oct. 1, 1919 (Army of Occupation).	
Oliver, Joseph [3]	do	Sept. 10, 1918, to Nov. 20, 1918	
Spiegel, Samuel [3]	Navy	June 29, 1917, to July 31, 1919	
Ambrose, James [4]	Marine Corps	May 13, 1913, to Sept. 17, 1919	
Baecker, George C. [4]	Army	June 24, 1918, to Apr. 29, 1919	
Connelly, Frank J. [4]	do	Nov. 31, 1917, to Feb. 14, 1919	
Dembrowski, Joseph [4]	do	June 5, 1917, to Apr. 12, 1919	
Devine, Peter C. [4]	do	May 18, 1918, to Dec. 30, 1918	
Dickie, Horace P. [4]	do	Dec. 10, 1917, to Oct. 26, 1919	

[1] Employees who left the Ellis Island station to enter the military service and have returned there.
[2] Employees who left Ellis Island to enter military service and have not returned there.
[3] Employees who rendered military service, but entered and left the Immigration Service since the armistice.
[4] Employees who were in the military service and have been assigned to duty at Ellis Island since the armistice and are still employed there.

Members of the Immigration Service who served in the Army, Navy, or Marine Corps during the recent war—Continued.

ELLIS ISLAND, NEW YORK HARBOR—Continued.

Name.	Branch of service.	Length of service.	Rank.
Ferro, Edward [1]	Army	July 15, 1918, to Feb. 1, 1919	
Inselman, Jacob [1]	do	Oct. 11, 1918, to Jan. 25, 1919	
Lazaretti, Elias [1]	do	June 16, 1917, to Aug. 12, 1919	
Lepkowsky, Herman [1]	do	Sept. 30, 1918, to Dec. 9, 1918	
Macmillan, Roy [1]	do	Mar. 8, 1918, to July 3, 1919	
Manzo, Frank P. [1]	do	Aug. 2, 1917, to May 18, 1920	
Mayo, Wm. A. [1]	do	Mar. 16, 1918, to Mar. 11, 1919	
Micciuli, Ettore [1]	do	Oct. 25, 1918, to Dec. 5, 1918	
Pohlman, Edward [1] (Service in Regular Army and in Spanish War also.)	do	July 12, 1919, to Aug. 6, 1919	Recruiting duty.
Powers, John J. [1]	do	June 14, 1918, to Jan. 27, 1919	
Smith, James B. [1] (Awarded congressional medal of honor.)	Navy	July 7, 1917, to July 24, 1919	
Tuthill, Emmett P. [1]	do	Sept. 5, 1918, to Jan. 2, 1919	
Tyrrell, Alexander [1]	do	Jan. 17, 1918, to Jan. 10, 1919	
Watkins, Mitchell [1] (Awarded bronze star for service on Argonne front.)	do	July 18, 1918, to July 14, 1919	
Zwillich, Joseph [1]	do	May 25, 1918, to July 23, 1919	
Dewender, Edward J. [2]	do	May 22, 1918, to June 17, 1919	
Fearing, Robert W. [2]	do	——; discharged Apr. 16, 1919	Second lieutenant.
Fink, Albert [2]	Navy	May 31, 1917, to Sept. 2, 1919	
Johnson, Harvey E. [2]	Army		
Karp, Julius [2]	Navy		
Schindler, Murray [2]	do		
Talabac, Pandely [2]	Army	June 3, 1918, to May 13, 1919	
Tremper, Sigmund [2]	do		

OFFICE OF CHINESE INSPECTOR IN CHARGE, NEW YORK, N. Y.

Collins, Albert A	Navy	Mar. 8, 1918, to Mar. 1, 1919	Chief yeoman.
Marsh, Lewis A	do	Mar. 8, 1917, to Feb. 4, 1919	Chief boatswain.
Michel, Henry	do	Sept. 20, 1917, to Feb. 1, 1919	Chief yeoman.

JACKSONVILLE DISTRICT.

Crossman, L. D	Army	Nov. 13, 1917; date of discharge not known.	
Harmon, Jas. S	Navy	May 2, 1917; date of discharge not known.	
Schmucker, Geo. B	do	Apr. 6, 1917, to Nov. 29, 1919	Lieutenant.
Webb, Gilbert D	Army	Sept. 8, 1918, to Dec. 26, 1918	

GALVESTON DISTRICT.

Glover, Robert H	Navy	Dec. 6, 1917, to Dec. 13, 1918	Yeoman, first class.

SEATTLE DISTRICT.

Armstrong, William J	Navy	Aug. 7, 1918, to Dec. 13, 1918	Yeoman, second class.
Cunningham, Harry Wm	Army	May 7, 1918, to Aug. 21, 1919	
Goodall, Byron	do	2 months	Private.
Jones, Floyd S	do	1 year 3 months	First lieutenant.
Walker, John Ruthven	do	Mar. 1, 1918, to July 10, 1919	Sergeant.

[1] Employees who were in the military service and have been assigned to duty at Ellis Island since the armistice and are still employed there.

[2] Employees who enlisted, returned to Ellis Island station, and have subsequently resigned.

Members of the Immigration Service who served in the Army, Navy, or Marine Corps during the recent war—Continued.

SAN FRANCISCO DISTRICT.

Name.	Branch of service.	Length of service.	Rank.
Brown, Samuel F.[1]	Army	May 17, 1918, to Mar. 19, 1919	Private.
Farrelly, Patrick J.[1]	do	Oct. 31, 1918, to Jan. 13, 1919	Sergeant.
Hanlon, Raymond W.[1]	do	June 21, 1917, to Aug., 1919	Supply sergeant.
Kuckein, August[1]	do	Sept. 1, 1918, to Sept. 5, 1918	Private.
Lawler, James P.[1]	do	May 15, 1917, to Dec. 29, 1917	Second lieutenant.
McCloskey, Henry J.[1]	do	July 1, 1918, to Dec. 16, 1918	Private.
Ormsby, Wm. Henry G.[1]	do	Sept. 30, 1917, to May 22, 1919	Private, first class.
Petzinger, J. A.[1]	Navy	Feb., 1918, to Feb. 14, 1919	Ensign.
Simpson, Claude S.[1]	Army	June 23, 1916, to Nov. 16, 1916	Private.
Smith, Hugh W.[1]	do	Nov. 9, 1918, to Nov. 18, 1918	Officers' training school.
Andrew, Wm. A.[2]			
Bowers, John[2]			
Carolan, Wm. P.[2]			
Castro, Mike[2]			
Cuthbertson, Geo. W.[2]			
Hoffman, Robert R.[2]			
Kumler, Morris[2]			
Long, Howard P.[2]			
McElroy, Walter J.[2]			
Majors, Harry J.[2]			
Montijo, Daniel U.[2]			
Mulligan, Conrad B.[2]			
Murphy, Fred[2]			
Nichols, Wm. J.[2]			
Oliver, Frank P.[2]			
Osselin, Elwain L.[2]			
Ragland, J. G.[2]			
Sperry, Rubie L.[2]			
Taylor, Jas. A.[2]			
Webster, Philip D.[2]			

EL PASO DISTRICT.

Anderson, Albert L.	Army	Dec. 10, 1917; discharge date unknown.	
Baltazar, John R	Navy	May 19, 1917, to May 31, 1919	Ship's cook, first class.
Bellringer, Edward	do	May 21, 1917, to Feb. 26, 1919	Chief warrant machinist.
Brewster, Denard W	do	June 8, 1918, to Feb. 15, 1919	Chief carpenter's mate.
Campbell, Clyde	Army	Oct. 11, 1917, to Dec. 9, 1918	Sergeant.
Dobie, Elrich H	do	Oct. 10, 1917; discharge date unknown.	
Edwards, Thos. E	Navy	May 10, 1918, to Jan. 13, 1919	Ensign.
Fee, Edgar T	Army	May 13, 1917, to Dec. 10, 1918	Private.
Ford, Clark C	do	Mar. 13, 1918, to June 24, 1919	Sergeant major.
Galan, Enrique	do	Oct. 6, 1917, to May 24, 1919	Private.
Gutman, Robt. M	do	Aug. 5, 1917; discharge date unknown.	
Hammond, Hugh D	do	Mar. 31, 1918, to Nov. 30, 1918	Sergeant.
Harn, John F	do	Aug. 26, 1917, to Aug. 11, 1919	First lieutenant.
Jack, Fred D	do	Sept. 16, 1918, to Oct. 19, 1918	Private.
McCabe, John E	do	Sept. 20, 1917, to Sept. 16, 1919	Second lieutenant.
Marnell, Edward N	Navy	May 20, 1918, to Feb. 27, 1919	Water tender.
Miller, Oscar F. (Awarded congressional medal of honor.)	Army	May 11, 1917; killed in action Sept. 30, 1918.	Major.
Parent, Jno. C	do	May 10, 1917, to Apr. 23, 1919	First lieutenant.
Parsons, Edw. H	do	Nov. 2, 1918, to Dec. 15, 1918	Private.
Phelps, Joe T	do	Oct. 10, 1917, to Dec. 21, 1918	Do.
Riddle, Thomas	do	June 1917, to Apr. 1, 1919	Sergeant.
Stafford, Gus C	do	Aug. 13, 1918, to July 26, 1919	Do.
Tarver, Legette	do	May 9, 1916, to Oct. 9, 1919	Captain.
Van Ornam, Oscar F	Navy	May 21, 1917, to Feb. 26, 1919	Boatswain.
Weisgerber, Albert C	Army	Oct. 15, 1918, to Jan. 13, 1919	Private.
West, Walter L	do	Oct. 8, 1917, to May 1, 1918	Sergeant.
Willis, Rupert	Navy	July 8, 1918	Ensign (still in service).
Wilson, William J	Army	Sept. 18, 1917, to June 24, 1919	Sergeant.
Younkin, Paul E	do	Sept. 23, 1918, to Dec. 6, 1918	Private.

[1] Employees now in the Immigration Service in the San Francisco district.
[2] Employees who were in the Immigration Service in the San Francisco district at the time of entering military service, but are not now, and it is therefore not possible to give title, rank, and length of service.

Members of the Immigration Service who served in the Army, Navy, or Marine Corps during the recent war—Continued.

BUREAU OF IMMIGRATION, WASHINGTON, D. C.

Name.	Branch of service.	Length of service.	Rank.
Berkowitz, Isadore	Army	3 months	Student officer.
Birdsal, R. P	do	23 months	First lieutenant.
Clemson, John G	Navy	14 months	Yeoman first class.
Demorest, John R	Army	6 months	Private first class.
Everett, Fred P	do	3 months	Do.
Friedman, Harry	do	do	Student officer.
Friedman, John	Navy	11 months	Yeoman first class.
Hare, Roy D	do	8 months	Do.
Havenner, Herbert E	do	27 months	Quartermaster second class.
Hyman, Ed	Army	5 months	Private first class.
Judd, Gail T	Navy	15 months	Chief yeoman.
Landes, Birt R	do	18 months	Do.
Larsen, Emil J	Army	23 months	First lieutenant.
Miller, Ray W	do	14 months	Sergeant.
Mintzer, Herman A	do	10 months	Sergeant first class.
Moore, Norman B	do	3 months	Private first class.
Morgan, Charles J	do	13 months	Do.
Murphy, Thomas J	Navy	23 months	Chief yeoman.
O'Connor, Daniel	do	do	Fireman first class.
Plant, Fred J	do	18 months	Seaman first class.
Pollock, Robert E	Army	do	First lieutenant.
Richards, James H	do	22 months	Field clerk.
Russell, Leo B	Navy	do	Liaison officer, Naval intelligence.
Sandberg, Clarence E	Army	10 months	Private first class.
Schwartz, Andrew J	do	23 months	Sergeant.
Shaughnessy, Edward J	Navy	18 months	Pay clerk.
Straun, Kenneth	Army	23 months	First lieutenant.
Werner, August	Navy	3 months	Seaman first class.
White, Russell I	do	7 months	Student officer, aviation.
Wiedman, Raymond B	Marine Corps	14 months	First lieutenant.

THE PASSPORT-VISÉ SYSTEM.

While the bureau took strong grounds last year in favor of a continuance of the so-called visé system, owing to the war situation then pending in many countries it was on the assumption that, if continued, provision would be made for the exercise of authority to be vested in the Department of State and the Department of Labor, so that the enforcement of the immigration laws might be secured at the source of much of the then expected increase in immigration, this not only to meet the necessity to safeguard our country from the entrance of dangerous elements but to save from the hardships of an ocean voyage inadmissible applicants who would find on arrival at our seaports that they must return to their former homes. Instead of relieving this condition, the continuance of the visé system without the insertion of the qualifying provisions expected by the immigration service has had in part, under the amendatory laws on the subject, the opposite effect so far, and bids fair, unless some way can be found to remedy the situation, to produce congestion at our immigration stations, and to increase the difficulties of regulating immigration under the act of 1917.

The bureau invites attention to that portion of its annual report for 1919 under the caption "The Passport-Visé System" to present its attitude on the system, and its strong support of it, but with qualifications none of which have been enacted in the amendatory laws. It still believes, as then stated, that "there is in the system

now in operation the germ of a new extension of the Immigration Service, whose officers, acting either under the State Department's officials abroad or in a separate capacity as representatives of this department, but always cooperating fully with the former, will furnish an element that will help to complete its machinery of administration," and that "it can be used not only as a means to aid in the regulation of immigration, but in gathering and giving information which will be beneficial in administering the immigration laws," provided such qualifications are included in the law.

PENDING IMMIGRATION LEGISLATION.

At the time of the submission of the last annual report comment was made with reference to certain bills and resolutions pertaining to immigration matters which were then under consideration in the two Houses of Congress. Since that time a number of additional measures have been introduced, some similar in effect to those covered in the measures previously presented and others along new lines entirely. These measures have received consideration on the part of the respective Houses of Congress and by the bureau. Some of them advocate a complete suspension of immigration for varying periods; others the adoption of selective and restrictive methods.

In its report of last year the bureau expressed the view that it is a question of serious importance whether or not it is desirable to set aside the traditional policy of our Government concerning the admission to our country of peoples from foreign lands at a time when world conditions are being reestablished in channels calculated to promote more friendly relations. That is the thought it wishes to convey in the present report; but existing conditions in Europe and in the United States, and the vast number of people in the former and in other parts of the world who contemplate coming here, have caused it to give serious consideration to the possible effect which an influx of the dimensions promised will have, not only upon the people of our country but also upon the newcomers themselves. This consideration of the matter has forcibly suggested to it the need for further legislation, both selective and restrictive in nature, and it is believed that the early passage of such legislation is advisable.

The existence of a large element in some and a considerable percentage in others of the nations of Europe, as well as in some countries beyond its boundaries, who do not believe in government, in the commonly accepted sense, representatives of which have avowed hostility to and advocated the destruction of ours, presents a situation that, though difficult, must be met from the standpoint of complete safety to our institutions. Unless there can be found a way to eliminate the danger of the entry of this element, it would appear that strong restrictive measures are necessary to assure protection to our institutions and safeguard our people.

The stabilization of our business and industrial conditions anticipated through early reconstruction following the signing of the armistice has not fully developed, and until it does it is difficult to foretell what the immediate results to our people, at least for a time, will be. Under these conditions, with multitudes of the earth's people desiring admission, many themselves needing help, it is the part of wisdom

that unless their coming can be regulated so that their addition to our population may have mutually beneficial results, their interests and ours should be subserved by legislation intended to avoid injurious consequences to both.

In view of the fact that its report for last year is now out of print, and therefore not generally available for consultation, the bureau inserts herein (marked "Exhibit A") the draft of a proposed law, with explanatory memorandum, which was heretofore submitted to the House Committee on Immigration and Naturalization, many of the provisions thereof appearing in the bill (H. R. 563) now pending in Congress. This proposed bill, like others already introduced, provides for a system of registration of all alien residents with provisional rather than absolute admission upon arrival as to certain classes, and also contains many highly desirable features, including suggestions for a more complete administration of the provisions of the immigration law concerning seamen.

CONCLUSION.

In conclusion, the bureau takes occasion to express appreciation of the cordial cooperation of the medical officers of the United States Public Health Service, who are intrusted under the law with the physical and mental examination of arriving aliens and seamen, and to whose careful and able discharge of their duties in this regard has in no small degree been due the effective application of those provisions of the immigration laws designed to prevent the introduction into our country of contagious and dangerous diseases and aliens who are mentally and physically defective. The commendation and thanks of the bureau are equally due its faithful and conscientious officers and employees both in the field service and at Washington, whose efforts have made possible the results attained as summarized in this report.

Permit me, also, Mr. Secretary, again to express the thanks of the entire personnel of the Immigration Service and my sincere appreciation for the kind consideration accorded to all and the helpful advice given by you in furtherance of our labors.

A. CAMINETTI,
Commissioner General.

Hon. W. B. WILSON,
Secretary of Labor.

EXHIBIT A.

MEMORANDUM EXPLAINING PROPOSED NEW IMMIGRATION LAW.

FEBRUARY 3, 1919.

This bill is the concrete expression of certain proposals for immigration legislation of constructive nature. It is the result of the bureau's experience with enforcement of the immigration act during a long period of time, and especially since the United States became a participant in the great European war. The proposals advanced therein differ from steps heretofore taken with regard to the regulation of immigration in that they embrace affirmative methods affecting not only the exclusion or expulsion from the country of certain categorically stated classes of aliens, but also the supervision—first for the welfare of the country, and second in the interest of the aliens themselves—of those who, after the sifting or selective processes have been gone through with, are permitted to enter either in the ordinary sense of admission to the country, or provisionally, or temporarily.

While the main principle upon which the proposed bill operates is the old principle of selection, of attempting to separate desirable immigrants and undesirable immigrants, admitting the former and excluding or expelling the latter, means are provided by which the processes of selection may be continued for a period of time after aliens not actually found to belong to the excluded classes are permitted to enter the country; and it is proposed also, under the terms of the bill and what it is believed would be its inevitable effect, to lengthen the period of observation incident to the actual segregation of the admissible and the excluded, by establishing a method of examination which would, gradually if not immediately, make it possible to keep the aliens under observation and to take all of the preliminary steps toward their exclusion and admission, respectively, while such of them as come across seas are on vessels bound for our ports.

Heretofore our immigration laws have been negative, both in their form of operation and in the results attained. We have attempted to enumerate categorically the classes of persons deemed undesirable and therefore inadmissible and have regarded all others as eligible to enter; and in attempting to draw a line between the excluded and the admissible, we have allowed ourselves only such time and opportunity to apply the tests provided by the statute as may be seized in the midst of the hurly-burly rush which occurs at our seaports in the handling of commerce and in treating the immigrant passengers substantially as a part of the commerce carried on the ships plying between foreign ports and ports of this country. While the law has permitted the institution of proceedings looking to the expulsion of aliens, upon certain contingencies happening after their admission to the country, this has been a rather minor incident in the general plan and the attainment of results has not been assured in any affirmative way but has been left largely to accident; and we have made no effort at all to avail ourselves of the time elapsing between the foreign embarkation and the arrival of aliens in our ports as a period during which observation and something like scientific and thorough selection might occur.

The laws heretofore enacted have not only been negative, but have been largely nonconstructive. This bill embodies plans for handling the subject of immigration affirmatively and constructively. The proposed measure, as already indicated, is of the selective type, is by no means an exclusion law; yet its methods of selection and the manner in which it extends the period within which observation may occur and selection be made are such that in effect it would be a restrictive measure.

With the methods and means of applying them that have existed under previous statutes, about the highest results that have been found possible have consisted of the admission to the country of 97 per cent of the aliens applying and of the exclusion of only about 3 per cent, a ridiculously small proportion, in the light of what we now know about the character of the immigration that is coming to us. It is believed that, if the problem should be approached in the affirmative and constructive manner indicated by this bill the percentage of rejections would be immediately increased to a considerable extent. But there is much more in this proposition of allowing time for the observation and selection of immigration than the matter, important

as it is, of insuring the inclusion in those excluded of all the inadmissibles or of the major portion thereof. The doing of exact justice to the aliens themselves, the handling of the cases in the manner that is to a certainty fair to both the aliens and the country, will be aided almost beyond calculation by increasing the observation-selection period.

While none of the laws on immigration heretofore passed (except the Chinese-exclusion laws) has contained any positive expression upon the subject of burden of proof, those laws have been so framed, and the customs and practices that have grown up and been established in connection with their enforcement have been of such a character, that the Government has been placed in the disadvantageous position of having to prove in every instance that an alien is inadmissible, rather than being able to demand that the alien should prove that he was admissible. In other words, we have been in a position (exemplified so aptly by the famous Castro case) where an alien could knock at our doors and upon being asked who and what he was, could give his name and then refuse to answer any questions the purpose of which was to divulge his character and antecedents, and yet could demand admission upon the ground that we had failed to show that he was within one of the classes enumerated in the law as inadmissible.

Obviously this situation is deplorable. A nation, no more than a man, should be placed in a position where an outsider can demand the opening of the door without giving a full account of himself and showing that he is a fit person to enjoy the hospitality that he seeks. Another object of the proposed bill is to remedy this situation. This is done by stating in so many words that the burden of proof is upon the alien applicant; and, in order to avoid the delay and the interference with commerce and navigation that would result from requiring the aliens to remain on board ship, or to such extent as might be physically possible in detention quarters at the ports, while an opportunity is being afforded for the making of an affirmative and satisfactory showing, the two devices are adopted of placing inspectors and doctors aboard ship for the across-seas passage, and of permitting aliens who have not satisfactorily borne the burden of proof and who, on the other hand, are not actually shown to belong to an excluded class, to enter the country provisionally, their conduct after such admission to constitute proof in one regard or the other.

Heretofore, moreover, we have kept no account worthy of the name of aliens within our midst. We only know in the most general sort of way that there are about so many of such and such nationalities, or races, living among us. We do not know accurately who they are, whence they came, where they are, or what they are doing. In addition to enforcing the immigration laws, it has been the bureau's duty and privilege during the war, constantly to cooperate with the several intelligence branches of the Government; and its experience in both these regards has demonstrated, it thinks beyond question, that the time has come when the Government should adopt an affirmative and constructive policy with respect to aliens who reside in the United States and there enjoy all the rights, immunities, and privileges, in general, that are enjoyed by the citizens of this Republic. The system of registration provided by the bill affords means for acquiring knowledge and for keeping currently informed with regard to the alien population of the country, and in that way to insure that the undesirable elements shall not be permitted to remain permanently.

An incidental, but nevertheless important, purpose of the registration system comprised in the bill is the promotion of the assimilation of aliens. Of course, it is not claimed that the system will actually produce assimilation. It is doubted whether a Federal statute could be drawn that would have that effect. Real assimilation must be brought about through the influence of environment and education; an alien can not be legislated into the frame of mind or into the posession of sentiments making him an American in the real sense. But it is contended that the system outlined in the bill is calculated to promote assimilation. The three things which, perhaps more than any others, impede or prevent assimilation of foreigners arise directly from language, to wit: (*a*) The tendency to congregate in particular localities where association with people of their own national or racial origin is possible; (*b*) the tendency to continue to read only such newspapers and other publications as are printed in the language to which they are accustomed; and (*c*) the desire to attend, and even to have their children attend, schools making a specialty of teaching the language of their fatherland. These tendencies and desires can not be legislated out of existence, but it is possible to encourage aliens to learn to speak, read, and write the language of this country and to familiarize themselves with its history and its form of government, and to the extent that aliens are trained along these lines will the tendencies and desires arising from their natural inclination to adhere exclusively to their native tongue be offset or overcome. This in a very real sense is the promotion of assimilation.

Incidentally, in drafting the bill occasion has been taken to add to the categorical list of aliens subject to exclusion and expulsion, respectively, a few classes shown by experience, and especially by the war experience of the bureau, to constitute the undesirable elements in our immigration that have not heretofore been reached effectually by the laws or by such regulations as it has been possible to frame within the scope of the statutes. This, however, will be discussed more specifically in taking up separately the various sections of the bill.

It will be recalled that sections 31 to 36 of the Burnett immigration bill, relating specifically to alien seamen, were regarded at the time of their passage as experimental to a very considerable extent. A broad discretion was conferred for the adoption of regulations to carry out said sections and at the same time prevent interference with the operation of the seaman's act. Of course the regulations have also been of an experimental nature. Another object of the bill is to incorporate in the law the results of the bureau's experience with said sections and regulations. The amendments proposed in this regard are not very extensive but are very important. Their main purpose is to give the immigration officials full control of, or complete information concerning, alien seamen, both entering and leaving the United States and also of those who engage in the coastwise and Great Lakes trade, and to provide affirmatively and positively for the proper treatment in hospital of diseased alien seamen, and to make possible the prompt removal from the country of those who are so badly diseased or disabled that a cure can not be effected within a reasonable time.

In the foregoing the bureau has attempted to describe as succinctly as comprehensibility will permit the main purposes of the bill. To insure a thorough understanding of the measure, however, it seems desirable to discuss the sections seriatim.

Section 1 defines the term "United States" for the purpose of the bill, repeating the definition used in section 1 of the immigration act; defines the term "immigration act" and "immigration laws," so as to avoid awkward repetitions of long phrases in the body of the bill; defines the word "alien," repeating the definition contained in section 1 of the immigration act; defines the word "seaman" or "seamen," and also the term "alien seaman" or "alien seamen," adopting for the former the definition given in section 1 of the immigration act, and extends the definition of the latter to include aliens employed on board vessels in the coastwise or Great Lakes trade or in deep-sea fishing; defines the word "admission" or "admitted," and the term "temporary admission" or "temporarily admitted," in the interest of brevity and perspicuity in the text; and repeats, for the purposes of the bill, the provision appearing in section 1 of the immigration act regarding manner of enforcement in the Philippine Islands.

Section 2 makes it the duty of all aliens residing within or admitted to the United States to register and to renew their registration periodically, grants permission to persons apparently aliens but claiming to be citizens to register as citizens (without requiring them to renew their registration) upon proving citizenship, and specifies certain details regarding registration.

Section 3 specifies details with regard to the renewals of registration.

Section 4 permits parents or guardians of children and mentally deficient persons to act for them in the registration and renewals.

Section 5 prohibits the registration of aliens found by the immigration officials to be within the United States in violation of law.

Section 6 makes provision for the issuance of certificates in lieu of those lost, destroyed, mutilated, or obliterated.

Section 7 makes special provisions with regard to aliens entering temporarily as tourists or visitors or passing through in transit.

Section 8 describes the certificate of registry and identity, specifies where the duplicate and triplicate copies thereof shall be filed, makes it the duty of aliens removing permanently from one immigration district to another to notify the immigration official in charge of the district from which removing, and provides other details in this connection.

Section 9 contains the "assimilation" clauses of the bill, and, incidentally, is designed to produce the funds with which the measure will be enforced. The fees therein specified might seem, on casual consideration, to be too large, but the bureau is inclined to think they have been fixed at the minimum possible if the series of reductions intended to be made for aliens qualifying along certain educational lines are to be of sufficient magnitude to constitute an incentive to learn to read and write the English language, etc. Of course the incentive would be greater if the amount of the fees was increased and leeway thus given for an increase in the amount of each annual reduction; but at the same time, any appearance of exorbitance should be avoided, and the amounts fixed upon have been adopted after weighing all these considerations. It will be observed that the amount of the registration fee, the first fee paid, is substan-

tially nominal, and that the series of reductions starts with the first renewal fee, which is fixed at an amount sufficiently large to make the possible annual reduction worth while. This arrangement is made out of consideration for the fact that aliens entering the country now have to pay a head tax of $8, with certain exceptions, a tax which in the cases of large families sometimes amounts to considerable for the person of limited means; and there has also been taken into consideration the fact that the registration fees will, as the head tax does, fall most heavily upon immigrant families; and experience both before and during the war has demonstrated that the best immigrants, on the average, are those who bring their families to this country and establish here the domestic tie, one of the strongest bonds by which a person is attached to a country. Persons registering as American citizens and aliens entering temporarily as tourists, visitors, or transits, as well as those found to be paupers in public institutions, are exempted from the payment of the fees. A nominal fee is fixed for the issuance of a certificate in lieu of one lost, destroyed, mutilated, or obliterated.

Section 10 provides for adding to the immigration appropriation the fees collected under the bill and also for the bonding of officers who will be assigned the duty of collecting the fees.

Section 11 adds to the excluded classes aliens who practice, advocate, teach, sanction, or encourage the extortion of money or property, or the avenging of private grievances, through threats of bodily injury, or injury to property, or who are members of organizations that do such things; and aliens who have been deported under any provision of the bill who may apply within the succeeding year for readmission without first securing permission to reapply. The addition of the first class is directed particularly at members of "tongs" and "blackhand societies" and aliens who practice, advocate, teach, sanction, or encourage the blackmailing methods employed by such organizations. In including in the section the provision for the exclusion of those who have been deported under the bill there is merely being repeated a similar provision appearing in section 3 of the immigration act applying to aliens deported under that law. The last paragraph of the section is also a repetition of a provision contained in the immigration act.

Section 12 contains some of the most important provisions of the bill. In the first place it makes perfectly certain the proposition that aliens, in order to be admitted to the United States, must establish affirmatively and satisfactorily their admissibility—that aliens seeking admission fall into three distinct classes, those who show affirmatively and satisfactorily their admissibility, those with respect to whom it is shown that they belong to any one of the excluded classes, and an intermediate division composed of the large number (as experience has amply demonstrated) of aliens who are not shown to belong to one of the excluded classes and whose admissibility, nevertheless, is not affirmatively and satisfactorily established.

Obviously aliens shown to be inadmissible ought to be promptly deported—of course, after having such opportunities as are afforded by the law for presenting evidence and taking appeals. Just as clearly those who carry the burden of proving admissibility should be promptly admitted. But between these two extremes there lies a mean which all who have had experience in enforcing the immigration laws know includes a very large proportion of the immigrants coming to this country; and to a very considerable extent it is the failure of laws heretofore passed satisfactorily to cover this class which has resulted in the administration of immigration matters producing only negative results and accomplishing nothing worth while of a constructive nature in the handling of our immigration problems.

The details of section 12 have been worked out with great care. Aliens falling within the provisionally admitted class are regarded as within the country simply upon probation; the probational status must continue for at least a year—this to avoid the administrative difficulties that would arise if provisionally admitted aliens should be permitted constantly to petition for outright admission from the time they gain a footing within the country and before there had been any real opportunity to demonstrate their fitness for continued residence here; the records concerning provisionally admitted aliens are kept open, to be closed only when the aliens are finally disposed of either by actual admission or by deportation; appeals are permitted; provisionally admitted aliens are not to be regarded as residents of the United States for either immigration or naturalization purposes, but when admission occurs because developments subsequent to entry have demonstrated the alien's desirability, the admission is to be now for then and residence to be regarded as commencing with the date of provisional entry; the certificate of registry and identity provided by sections 2 to 10 is to be furnished provisionally admitted aliens but to bear a notation showing the provisional character of the admission; when renewals of registration are made the immigration officials are to make inquiries concerning the alien's admissibility; after the expira-

tion of one year the alien may submit evidence on his own initiative and without waiting for a renewal period to occur.

A paragraph of the section is devoted to conferring upon the department broad powers for the promulgation of rules and regulations concerning provisionally admitted aliens, and five items in particular to be covered by such regulations are enumerated, to wit, the exacting of bonds or cash bail, the withholding and depositing in the postal savings bank of a reasonable portion of the wages or profits earned (this being in lieu of the exaction of bond or cash bail), the holding of the bond, cash bail, or deposits until the alien has either been admitted or deported or has departed, the directing of the aliens to profitable and useful employment, and the submission of reports each six months concerning the provisionally admitted aliens.

A very important feature of the section is embraced in the sixth paragraph thereof. It will be recalled that when the Burnett immigration bill was pending a provision was incorporated therein, on the floor of the House, requiring steamship companies bringing aliens to our ports to permit the placing on their vessels of surgeons, inspectors, and matrons to observe the aliens while en route. Such provision was changed, however, before the final passage of the act in the form shown in section 11a thereof, which simply authorizes and directs the Secretary of Labor to enter into negotiations with the various nations whose vessels bring aliens to the United States with the object of securing permission to place immigration officials on the boats. The war has produced a change in the situation regarding shipping. From this time forth a large proportion of the vessels plying between the United States and Europe will fly the American flag. It is now proposed, therefore, to confer authority for the placing of officers on boats of American registry and for placing them upon such vessels of foreign registry as shall consent thereto. It is believed that the prompt handling of both the passengers and the crews of the vessels will be so distinctly and so materially aided by having surgeons, inspectors, and matrons carried on board that, simply as a matter of business competition, all of the transportation lines would very soon be brought to the necessity of consenting to the arrangement, for any that did not consent would be placed at the serious disadvantage of having their passengers held on board the vessel or in detention quarters at their expense until the same intensive and discriminating examination could be conducted that would be possible where the officers are carried on board.

The last two paragraphs of this section contain very important provisions, the purpose being to confer upon the Commissioner General of Immigration extensive and detailed power and authority to follow up in an intelligent, informative, and constructive manner the cases of aliens now within the country or hereafter admitted and affirmatively aid in their assimilation.

Section 13 adds to the classes expelled by law aliens who enter in violation of the proposed act; aliens who practice, advocate, teach, sanction, or encourage extortion or belong to any organization doing so, this provision being similar to one already described appearing in section 11; aliens who during the war have withdrawn their declarations to become citizens in order that they might escape military service; aliens whose registration is prohibited by section 5 of the bill; aliens who violate or fail to observe the registration and re-registration requirements; and aliens likely to become a public charge.

No further comment is required regarding the first two classes mentioned. Regarding the third, it seems obvious that an alien who deliberately withdraws a declaration of intention in order to escape the responsibility of fighting for a country the immunities, privileges, and benefits of which he has been enjoying has thereby demonstrated his unfitness to remain among us. Aliens who are unlawfully here and therefore can not be allowed to register should be brought within the scope of the authority to expel and the same may be said with regard to those who willfully fail to observe the registration and re-registration requirements; moreover, the registration can not be effective unless authority of the kind here contemplated to compel aliens to observe the requirements is conferred upon the administrative officers. Aliens likely to become a public charge have been excluded from the United States practically ever since there has been a law concerning immigration in this country, and since 1903 aliens shown to have been likely to become public charges at the time of their entry have been subject to deportation. The provisions of the 1903 and 1907 acts on this subject were regarded by the bureau and department as relating to aliens likely *for any reason* to become public charges, and were so applied and administered; i. e., aliens likely, by reason of their criminal disposition or similar propensities to get into trouble and land in penal or reformatory institutions, as well as those likely for any reason to become inmates of almshouses, asylums, and like institutions, were considered as within the excluded class; and those who actually became inmates of such institutions were regarded as within the expelled class. In passing the 1917 act, Congress seems to have given legislative assent to this view of the scope of previous laws and to have intended that

the same construction shall be placed upon the existing law. But experience has shown that this policy should be carried one step further. The department ought to be given sufficient power to enable it, whenever it becomes satisfied that an alien within the country has shown by his failure to make good, by his actions, or by his attitude toward our Government or our laws, that he is likely to become an inmate of any institution of the kind mentioned, to take charge of such alien, and after affording him an appropriate opportunity to be heard on the charge, return him to the country whence he came. It ought not to be necessary for the department to wait until the alien actually does the mischief or falls into the status that makes him a public charge. If such a provision had been in the law during the period of the war, the department's hands would have been materially strengthened in all of its numerous and extensive efforts to guard the country against undesirable aliens residing here; especially does this relate to the anarchistically inclined, and to what has come to be, as yet rather indefinitely, described as the "Bolsheviki" element.

It will be observed, however, that with respect to the last three classes enumerated in the section as subject to expulsion, deportation is not made mandatory but discretion is conferred upon the department to permit the aliens to remain within the United States provisionally under section 12 of the bill. This is a very important feature. It places the matter in such shape that justice and fairness may prevail, that the country may be actually protected and at the same time the aliens afforded every proper opportunity to demonstrate their capacity to make good within the country.

The next to the last paragraph of the section confers upon the department a somewhat broader discretion than that given by section 20 of the immigration act to choose the country to which an excluded or expelled alien shall be sent. At the time the immigration act was passed it was believed that the discretion conferred in this regard was broad enough; but the war has changed the situation. From this time forth there will doubtless be many cases in which the country from which an alien comes when entering the United States will decline to receive the alien back when he is excluded at one of our ports. Aliens who are citizens or subjects of the Central Powers will be persona non grata in many of the countries that have been associated together against those powers during the war. The last paragraph of the bill is merely a reenactment for the purposes of this measure of a provision now appearing in section 19 of the law.

The foregoing covers such provisions of the bill as are new propositions. It remains to discuss the sections dealing particularly with the seamen matter, and a few provisions that tie together this bill and the existing law and confer general authority for the promulgation of regulations.

Sections 14 to 25 relate to seamen, and are to a very considerable extent a proposed reenactment of sections 31 to 36 of the immigration act, as already stated in outlining in the first part of this memorandum the general purposes of the bill.

Always, but especially since the Supreme Court held in the Taylor case (207 U. S. 120) that the immigration act of 1903 did not apply to aliens who enter our ports merely in the pursuit of their calling as sailors, the seaman's occupation has been used as a guise under which diseased or otherwise objectionable aliens could get past the immigrant inspectors and doctors and unlawfully enter the country. While an attempt was made to meet this situation in the Burnett Immigration Act, and while that law and the regulations enforced thereunder have proven fairly satisfactory, experience has developed certain particulars in which the law is not sufficiently detailed or explicit. With this further general comment, the remaining sections of the bill are now taken up in order.

Section 14 reenacts section 31 of the immigration act of February 5, 1917, the only substantial changes being that the term "alien seaman"—a term carefully defined in section 1 of the bill—is used, in the interest of clearness, instead of the word "alien."

Section 15 reenacts section 32 of the said immigration act. with the following important changes: (*a*) The purposes for which alien seamen who would not be admissible if they were seeking entry as immigrants may land temporarily in ports of the United States, and the manner in which such temporary landing may lawfully occur, are carefully stated and described, and not left to be inferred and to be stated, if at all, through the mere promulgation of regulations, as in the existing law; (*b*) the amount of the penalty for violation of the section is changed from $1,000 to $300, but its collection is made more summary, more easy, and more certain by using the administrative process of refusal of clearance to the vessel instead of the judicial proceeding of libeling the vessel. In this second respect the section is made to conform exactly to section 18 of the said immigration act, assessing a penalty against vessels for violation of similar provisions regarding aliens brought to our ports as immigrants—which section has been found to work satisfactorily.

Section 16 reenacts part of section 33 of the said immigration act, the substance of the remainder of said section being preserved in section 21 of the bill, hereinafter discussed. In addition it provides specifically, instead of leaving such matters to be inferred, that the immigration officials shall board incoming vessels and inspect the alien seamen found thereon, and that such officials shall be notified by the owners, masters, agents, or consignees of such vessels where the vessels will be anchored or moored.

Section 17 reenacts section 34 of the said immigration act, amending it so as to permit the examination of aliens who are apprehended after entering unlawfully or irregularly as seamen to be conducted by an immigrant inspector instead of by a board of special inquiry, thus bringing the procedure into exact conformity with that followed under the immigration law in the cases of aliens who enter unlawfully or irregularly otherwise than as seamen. The two provisos added to this section merely incorporate into the law practices which it has been found advisable to follow in enforcing sections 31 to 36 of the immigration act, in order to avoid interference with the operation of the seamen's act or the visiting of any undue hardship upon seamen.

Section 18 reenacts section 35 of the said immigration act, with two important and much-needed changes, to wit: (*a*) The section is made to apply to freight as well as passenger carrying vessels; (*b*) the amount of the fine is changed from $50 to $100. It is almost, if not quite, as great a menace to the public health for diseased seamen to be carried on freight as on passenger vessels, and it is just as unwise or inhumane to use the mentally unsound on one as on the other character of vessels; the fine for bringing diseased or mentally deficient passengers is $200 (sec. 9, immigration act), and there does not seem to be any good reason why it should not be made as large as now recommended in the case of seamen.

Section 19 reenacts section 36 of the said immigration act, with some unimportant changes in the text, and one important amendment, to wit: The provisions of the section requiring the furnishing of crew lists is made to apply to "seamen," not simply to "alien seamen"—both of which terms are defined in section 1 of the bill. This change is made for two special reasons: (*a*) It is often very difficult for officers of vessels surely to determine whether a seaman is an alien or a citizen, and such officers usually prefer to list the entire crew, giving nationality to the best of their ability, and leaving the question of nationality for final and authoritative decision by the immigration officials; and (*b*) it is important, from the point of view of enforcing the immigration law, that the list shall be absolutely inclusive of all aliens, which can not be insured otherwise than by listing the entire crew.

Section 20 is new legislation, but merely gives legislative sanction to the established practice of removing diseased seamen from vessels and treating them in hospitals at United States ports and makes it clear by whom the expense of treatment shall be borne. It also contains a provision conferring discretion upon immigration officials to deport promptly those who are shown to be so badly afflicted that a cure can not be effected within a reasonable time.

Section 21 contains, in substance, so much of section 33 of the immigration act as is not embodied in section 16 of the bill. Most of it, however, is new legislation, the purpose of which is to give absolute legislative sanction to the substance of a rule (rule 10 of the Immigration Regulations) which it has been necessary to enforce under the immigration act, with a view to prevent the entry of inadmissible aliens, and at the same time not interfere with the operation of the seamen's act. It has been found to be important from every point of view (including that of the bona fide seaman) to furnish seamen with certificates of identity, thereby affording a ready means by which the real seaman may be able to establish his status, and (through the duplicates of the certificates kept by the immigration officials) creating an absolute record that may be used in following up and eventually deporting those aliens who do succeed in getting by the inspectors as seamen when not actually such.

Section 22 embodies in the law provisions which have been enforced as regulations. Under said section, if seamen shall become immigrants, i. e., abandon their calling and attempt to remain in the United States, they must pass all the requirements and tests prescribed by the existing immigration law in the cases of immigrants, and must also comply with the provisions of the bill affecting immigrants generally.

Section 23 relates to the coastwise and Great Lakes trade and prevents alien seamen who are not admissible to the United States under the immigration law from entering such trades. This has heretofore been covered by regulations, but the hands of the department would be materially strengthened if the provisions should be made statutory.

Section 24 requires that shipping commissioners shall furnish immigration officials with detailed reports concerning alien seamen who ship out of the United States.

With reports of this kind in their possession, in addition to the outgoing manifests required by section 19 of the bill, it would be possible for immigration officials to keep complete records of alien seamen, to "strike a balance" periodically to determine which, if any, of such seamen have violated the law and remained permanently in the country, and then to take appropriate steps to follow up the cases and prevent actual violation of the immigration laws. The present system is seriously defective in this regard.

Section 25 provides a means for overcoming the existing difficulty of keeping in complete touch with alien seamen, arising from the privilege given owners, agents, consignees, or masters of vessels by section 4504 of the Revised Statutes to ship their own crews when their vessels are engaged in the coastwise trade or plying between the United States and the British North American possessions, the West Indies, or Mexico. By requiring the vessels in these cases to obtain the consent of immigration officials before taking aliens into their crews, it will be possible so to supervise the matter as to prevent the violations of law that now occur.

Section 26 includes in and makes fully a part of the bill certain provisions of sections 16, 17, 18, and 20 of the immigration act of February 5, 1917, defining offenses and specifying penalties or punishments therefor. The object is to insure that full force and effect shall be given to each and every provision of the bill by providing means of enforcing respect therefor.

Section 27 is a carefully worked out penal provision, the purpose of which is to prevent the forging or the fraudulent use of certificates issued for aliens in pursuance of the bill. The necessity for such a provision is obvious.

Section 28 confers upon the Commissioner General of Immigration and the Secretary of Labor authority to issue rules and regulations to put the law into operation, including special rules to cover cases of aliens entering from or through contiguous foreign territory and those constantly crossing back and forth on the land boundaries, and also special rules for the enforcement of the various immigration laws in their relation to alien seamen without impeding the operation of the seamen's act.

Section 29 specifies that the law shall take effect on January 1, 1920.

DRAFT OF PROPOSED NEW IMMIGRATION LAW.

A BILL To provide for the registration and promote the assimilation of aliens; to further regulate the immigration of aliens to, and the residence of aliens in, the United States; to amend provisions of the Immigration Act relating to alien seamen; and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the term "United States" as used in the title and various sections of this Act means the United States and any waters, territory, or other place subject to the jurisdiction thereof except the Isthmian Canal Zone: but if any alien, or any alien seaman, shall leave the Canal Zone or any insular possession of the United States and attempt to enter any other place under the jurisdiction of the United States, nothing contained in this Act shall be construed as permitting him to enter under any other conditions than those applicable to all aliens, or to all alien seamen, respectively.

The term "Immigration Act" as used in the title and various sections of this Act means the Act of February fifth, nineteen hundred and seventeen, entitled "An Act to regulate the immigration of aliens to, and the residence of aliens in, the United States"; and the term "immigration laws" as used in various sections of this Act includes the said Immigration Act and all laws, conventions, and treaties of the United States relating to the immigration or the exclusion of aliens.

The word "alien" as used in the title and various sections of this Act includes any person not a native-born or naturalized citizen of the United States; but this definition shall not be held to include Indians of the United States not taxed or citizens of the islands under the jurisdiction of the United States.

The word "seaman" or "seamen" as used in the various sections of this Act includes every person signed on the ship's articles and employed in any capacity on board any vessel arriving in the United States from any foreign port or place; and the term "alien seaman" or "alien seamen" as used in the title and various sections of this Act means any alien as herein defined employed as a seaman as herein defined, or employed as a seaman in the coastwise or Great Lakes trade, or employed as a fisherman in deep-sea fishing.

The word "admission" or "admitted" as used in the various sections of this Act means admission into the United States unconditionally or unprovisionally, and yet subject to all provisions of law that make it possible for an alien within the United States to forfeit his right to be and remain therein; the term "temporary admission"

or "temporarily admitted" means allowed to enter for a strictly temporary purpose; and the term "provisional admission" or "provisionally admitted" means allowed to enter upon the conditions specified in section twelve hereof.

This Act shall be enforced in the Philippine Islands by officers of the general government thereof, unless and until it is superseded by an act passed by the Philippine legislature and approved by the President of the United States to regulate in the Philippine Islands the subjects covered thereby, as authorized in the Act entitled "An Act to declare the purpose of the people of the United States as to the future political status of the people of the Philippine Islands, and to provide a more autonomous government for those Islands," approved August twenty-ninth, nineteen hundred and sixteen.

SEC. 2. It shall be the duty of all aliens within the United States on the date this Act takes effect to register within the year next succeeding such date, and thereafter annually to renew such registration, in the manner hereinafter provided, and all aliens admitted, or provisionally admitted, to the United States on and after such date, shall likewise register and renew their registration. A certificate of registry and identity of the character hereinafter described shall be issued to each alien so registering, and be renewed on or before January first, commencing with the second January following such registration, each year for the four calendar years next succeeding said second January; *Provided, however*, That after procuring final naturalization papers persons need not renew their registration.

Resident aliens shall be registered by United States immigration officers or employees detailed for that purpose, and aliens admitted or provisionally admitted shall be registered by immigration officers or employees at the time and place of entry. The Commissioner General of Immigration is authorized and directed to place immigration officials in charge of districts so arranged as to make the registration of aliens hereunder as easy and as inexpensive as conditions and circumstances may permit; and to assign officers and employees of the Immigration Service to the duty of completing, during the year next succeeding the taking effect of this Act, the registration hereby required, instructing such officers and employees to travel from one important point to another, giving due public notice of their itineraries, taking the statements of the aliens and supplying them with the certificate of registry and identity herein specified.

Persons apparently aliens, but claiming to be citizens of the United States otherwise than by naturalization through judicial proceedings, shall be permitted to register under this Act as such citizens upon satisfactorily proving their claim of citizenship to the registering officials, or, upon appeal, to the Commissioner General of Immigration. In such cases renewal of registration shall not be required. If the person claiming citizenship fails to establish such claim, he shall be required to register as an alien, and subsequently in due course to re-register as such, under the provisions of this Act.

SEC. 3. The said certificate of registry and identity shall be renewed by the immigration officials, such renewal to be indicated by appropriate notation thereon, on or before the first day of January, commencing with the second January following registration, each year for the four calendar years next following said second January. After the fourth renewal has occurred no further renewal shall be required. The alien shall then and thereafter be regarded as entitled to remain in the United States, if he has meanwhile complied with all the requirements of this Act, and has not previously and does not thereafter become subject to deportation under this Act, or the immigration laws. Renewal shall be accomplished and made in substantially he same manner as original registration.

SEC. 4. The parents or guardians of children of tender years or of persons non compos mentis eligible to register hereunder shall be permitted to act in behalf of such children or persons in both the registration and renewal required hereby; but in every instance the certificate issued and renewed shall contain the description and photograph of the person affected, verified as such by the registering or renewing officer.

SEC. 5. No alien found by immigration officials to be within the United States in violation of the Immigration Act, or in violation of any law, convention, or treaty of the United States regulating the immigration of aliens, shall be permitted to register under the provisions of this Act.

SEC. 6. If a certificate of registry and identity is lost or destroyed or becomes mutilated or obliterated, a certificate in lieu thereof shall be issued by the Commissioner General of Immigration upon satisfactory proof of the loss or destruction, or upon surrender of the mutilated or obliterated document.

SEC. 7. Aliens entering the United States temporarily as tourists or visitors or passing through in transit shall be furnished with said certificates of registry and identity, of which a duplicate shall be kept at the port or place of admission. When leaving the

United States such aliens shall surrender their certificate to the immigration official in charge at the port or place of departure, who shall forward it to the official in charge at the place of entry, so that the departure of the temporarily admitted aliens may thus be proved and the necessity for taking any further steps concerning them avoided.

SEC. 8. The certificate of registry and identity herein prescribed shall be prepared in triplicate, and shall contain a complete description and a photograph of the alien to whom issued. The original shall be delivered to the registered alien; one copy shall be filed in the office of the immigration official in charge of the district in which any resident alien is residing at the time of registration or to which any alien, admitted or provisionally admitted, proceeds; and the other copy shall be filed in the Bureau of Immigration at Washington. When renewals occur appropriate notation shall be made upon both copies as well as upon the original. It shall be the duty of the registered alien to notify the immigration official in charge of the district in which he is then residing of each and every permanent removal from one district to another made by him, and any change of residence exceeding six months shall be regarded as permanent. When so informed, the said official in charge will transmit the copy of certificate filed with him to the official in charge of the district into which the alien has moved, advising the Commissioner General of Immigration that he has done so and of the new address of the alien.

SEC. 9. For the registration and renewals hereinbefore prescribed the following fees shall be collected: For males and unmarried or widowed females over sixteen years of age, $2 for each registration and $10 for each renewal; for all married females and for all children under sixteen years of age, $1 for each registration and $5 for each renewal: *Provided*, That the fee for the first renewal shall be in the first class of cases only $8 and in the second class only $4 if the alien shall present to the renewing officer a certificate signed by a duly authorized officer of any board of education to the effect that it has been found upon proper examination that alien can read the English language; that the fee for the second renewal shall be in the first class of cases only $6 and in the second class only $3 if the alien shall so present such a certificate showing it has been so found that he can both read and write said language; that the fee for the third renewal shall be in the first class of cases only $4 and in the second only $2 if the alien shall so present such a certificate showing it has been so found that he can read and write said language and has acquired a reasonably accurate knowledge of American history; that the fee for the fourth renewal shall be in the first class of cases only $2 and in the second only $1 if the alien shall so present such a certificate showing it has been so found that he can read and write said language and has acquired a reasonably accurate knowledge of both American history and the American form of Government: *Provided further*, That all aliens registered hereunder who shall, in the manner hereinbefore indicated, establish in connection with any renewal of their registration that they are at that time qualified in each and every respect specified in this section shall be exempted from the payment of any fee in connection with that renewal and all subsequent renewals: *Provided further*, That no fee shall be charged for registering any person who requests registration as an American citizen and proves such citizenship, nor on account of aliens entering the United States temporarily as tourists or visitors or passing through in transit to other countries under section seven hereof, nor on account of aliens admitted temporarily or at frequent intervals in pursuance of section 28 hereof: *Provided further*, That aliens eligible for registration under the provisions of this Act found in institutions maintained in whole or in part by taxation, in whose behalf evidence is submitted or adduced showing that by reason of their public charge status they are unable to pay the registration and renewal fees herein specified, shall be excused from the payment of such fees.

For the issuance of a certificate of registry and identity in lieu of one lost, destroyed, mutilated, or obliterated, as provided in section 6 hereof, a fee of $1 shall be charged.

SEC. 10. The fees collected hereunder shall be covered into the Treasury of the United States to the credit of the appropriation for expenses of regulating immigration during the fiscal year in which such collection is made and shall be used under the direction of the Secretary of Labor for the purposes specified in the Act making such appropriation, including the expense of carrying this Act into effect, the unobligated balance at the close of any fiscal year to be disposed of in like manner as similar balances.

Immigration officials and employees assigned the duty under this Act of collecting the fees herein specified shall be bonded in appropriate amount to be determined by the Commissioner General of Immigration.

SEC. 11. The following classes of aliens, in addition to those excluded by existing law, shall be excluded from the United States: All aliens who practice, advocate, teach, sanction, or encourage the extortion of money or property, or the avenging of grievances, through threats of bodily injury or injury to property, or who are members

of or affiliated with any organization that so practices, advocates, teaches, sanctions, or encourages, the extortion of money or property, or the avenging of grievances; and aliens who have been deported under any of the provisions of this Act, and who may again seek admission within one year from the date of such deportation, unless prior to their reembarkation at a foreign port or their attempt to be admitted from contiguous foreign territory the Secretary of Labor shall have consented to their reapplying for admission.

In every case in which any person is ordered excluded from the United States under the provisions of this Act or of the immigration laws the decision of the Secretary of Labor shall be final.

SEC. 12. All aliens who shall establish affirmatively and satisfactorily that they are admissible to the United States under this Act or the immigration laws shall be admitted and registered in the manner specified in sections 2 to 10 of this Act; and all aliens excluded under this Act or the immigration laws shall be deported; but aliens not affirmatively and satisfactorily shown to be admissible nor yet shown to belong to any excluded class may be provisionally admitted, as hereinafter specified, and registered in the manner provided by sections 2 to 10 hereof. The provisionally admitted alien shall be admitted if and when the facts and circumstances adduced and developed after the provisional admission, considered with those disclosed at the time of entry, establish affirmatively and satisfactorily that the alien involved is admissible under this Act and the immigration laws; but if and when the facts and circumstances adduced and developed after the provisional admission, considered in connection with those disclosed at the time of entry, establish that the alien involved belongs to a class excluded by this Act or the immigration laws, such alien shall be excluded and deported in the same manner as though he had been rejected at the time of arrival.

In cases of provisional admission the record of the board of special inquiry shall not be closed until it has been completed by the addition thereto of the evidence developed after entry, nor until the alien is either admitted or ordered deported; whereupon an entry showing the action finally taken by said board shall be made in such record, from which final decision, if adverse to the alien, an appeal may be taken, through the local immigration officials and the Commissioner General of Immigration, to the Secretary of Labor, as in other immigration proceedings.

No alien provisionally admitted hereunder shall be regarded as a resident of the United States or entitled to be and remain therein under the naturalization or immigration laws until such alien has actually been admitted as herein prescribed: *Provided*, That in all such cases in which admission finally occurs the decision shall become effective nunc pro tunc and the alien's residence be regarded as dating from the time of provisional admission.

The certificate of registry and identity issued under sections two to ten hereof shall in all cases of provisional admission contain a notation showing the entry is provisional only. In connection with the renewals of registration in such cases immigration officials shall make appropriate inquiry or investigation to determine whether facts or circumstances have developed justifying either that the alien shall be admitted or that he shall be deported. All evidence secured in such manner shall be forwarded to the immigration official in charge at the port of entry and placed before the board of special inquiry and added to its record as hereinbefore specified; and admission shall not be permitted in the case of any provisionally admitted alien until at least one year has elapsed after entry: *Provided*, That nothing herein contained shall be construed to prevent the submission of evidence to such board by or on behalf of the alien at any other time after the expiration of one year from the date of provisional admission.

The Commissioner General of Immigration shall, with the approval of the Secretary of Labor, prescribe rules and regulations, not inconsistent with law, for the administration of this section. Such rules and regulations may contain, among others, provisions requiring—

(a) That in cases of provisional admission bond or cash bail shall be exacted constituting appropriate guaranties, including assurance that the alien shall not become a public charge and that he will be produced whenever and wherever demanded by the Commissioner General of Immigration; or

(b) In lieu of such a bond or cash bail, the deposit in the United States postal savings bank at regular intervals of a reasonable portion of the wages earned by or business profits of such alien, until in this manner there has been accumulated to the alien's credit a sufficient sum to constitute similar guaranties and assurances;

(c) That such bond shall be canceled, such cash bail returned, or such deposits withdrawn from the postal savings bank only upon the actual admission of the alien or upon his deportation or departure from the United States;

(d) That provisionally admitted aliens may, whenever necessary, through such agencies as may be available to the Department of Labor, be directed to useful and profitable employment of a nature suitable to such aliens' capacity or acquirements;

(e) That, in addition to compliance with the registration provisions hereof, reports shall be made by or on behalf of provisionally admitted aliens at least once in every six months succeeding entry, such reports to be submitted through immigration officials or such other Government authorities as may be designated by the Department of Labor by arrangement with other departments.

To facilitate the enforcement of this Act, the Commissioner General of Immigration shall, with the approval of the Secretary of Labor, detail inspectors, matrons, and interpreters of the Immigration Service, and arrange with the Surgeon General of the United States Public Health Service for the detail of surgeons of that service, for duty on vessels of United States' registry engaged in bringing immigrant passengers to ports of the United States and upon all other vessels so engaged the owners of which are willing to enter into agreements having in view the prompt disposal of their passengers at ports of the United States.

The Commissioner General of Immigration shall have power to make inquiry relative to economic and other conditions affecting aliens in the United States; to collect information concerning the occupations and industries for which they are fitted by training and experience, and also as to the nature of the business or occupation in which they are or have been engaged while in the United States; to procure and furnish such information as will conduce to their welfare and protection; to supply useful information concerning their rights and responsibilities as residents, and the necessity of observing labor, school, health and other laws and regulations, and to inculcate and teach obedience to law; to prevent fraud and loss to aliens, and in the investigation of complaints filed by them or in their behalf, he shall also have power to inquire into the relations of aliens with banks, public or private corporations, companies, partnerships, firms, or other agencies, in connection with the deposit of money and title to and interest in property, real or personal, belonging to them, and also the relations of societies or organizations established for the purpose of aiding them in seeking employment or otherwise; to investigate violations of Federal, State, and municipal laws or ordinances by aliens, or by individuals or organizations dealing with aliens, that may come to his notice, with a view to initiating appropriate action by the proper authorities, Federal or local; to provide, in such way as may best effect the purpose, such system or systems as will enable aliens registered under this Act to secure information relative to immigration, labor, and educational laws and regulations and their responsibilities and duties thereunder, and promote the study of problems connected therewith; to study methods best calculated to aid in the work of assimilation; and to maintain information sections in the several offices of the Immigration Service, and at other convenient places, to aid in the carrying out of the purposes of this act.

The Commissioner General of Immigration shall report to the Secretary of Labor the results of the investigations and studies provided for in this section, for transmission to the Congress and to the appropriate Federal, State, and municipal authorities; and in furtherance of the above objects he shall cooperate with Federal, State, and other public authorities, and with private organizations and individuals. The Secretary of Labor shall provide such expert, clerical, and other assistance as may be necessary to enforce and administer the provisions of this Act.

SEC. 13. The following classes of aliens, in addition to those for whose expulsion from the country provision is made in the immigration laws, shall, upon the warrant of the Secretary of Labor, be taken into custody and deported, in the manner provided in sections 19 and 20 of the Immigration Act: All aliens who may enter the United States in violation of this Act; all aliens who believe in, practice, advocate, teach, sanction, or encourage the extortion of money or property, or the avenging of grievances through threats of bodily injury or injury to property, or who are members of or affiliated with any organization that so practices, advocates, teaches, sanctions, or encourages, the extortion of money or property, or the avenging of grievances; all aliens who, in pursuance of the fourth section of chapter 12 of the Act of Congress approved July ninth, nineteen hundred and eighteen, entitled "An Act making appropriations for the support of the Army for the fiscal year ending June thirtieth, nineteen hundred and nineteen," have withdrawn their declaration of intention to become a citizen of the United States with the object of escaping military service; all aliens whose registration is probibited by section 5 of this Act; all aliens who shall violate, or fail to observe (otherwise than by reason of sickness, mental or physical disability, or other like unavoidable cause) any provision of this Act relating to registration or re-registration; and all aliens likely to become a public charge: *Provided*, That in the cases of aliens of the last three classes the Secretary of Labor may, instead of ordering deportation, permit the aliens to remain within the United States provisionally under

section 12 hereof, and such aliens shall thereupon become subject to the conditions and limitations specified in said section.

The deportation of aliens under this Act or the immigration laws shall, at the option of the Secretary of Labor, be to the country whence they came, or to the country of their nationality or nativity, or to the foreign port at which they embarked for the United States.

In every case in which the deportation of any person is ordered under the provisions of this Act or of the immigration laws the decision of the Secretary of Labor shall be final.

SEC. 14. Any person, including the owner, agent, consignee, or master of any vessel arriving in the United States from any foreign port or place, who shall knowingly bring to the United States as a seaman of such vessel, any alien, with intent to permit such alien to land in the United States in violation of this Act or the immigration laws, or who shall falsely and knowingly represent to the immigration officials at the port of arrival that any such alien is a seaman, shall be liable to a penalty not exceeding $5,000, for which sum the said vessel shall be liable and may be seized and proceeded against by way of libel in any district court of the United States having jurisdiction of the offense.

SEC. 15. No alien who is a member of any class excluded from admission into the United States by this Act or the immigration laws, and who is employed or serving as a seaman on board any vessel arriving in the United States from any foreign port or place, shall be permitted to land in the United States except pursuant to regulations prescribed by the Secretary of Labor, providing for the reshipment of the alien in the foreign trade as prescribed in sections 16 and 21 hereof, or for his removal to hospital or elsewhere for observation by medical officers or for medical treatment, or for his safe detention and ultimate deportation; and if it shall appear to the satisfaction of the Secretary of Labor that the owner, agent, consignee, or master of any such vessel has failed to detain on board any such alien, after notice in writing by the immigration officer in charge at the port of arrival, or has failed to deport any such alien, after being instructed by such immigration officer or by the Secretary of Labor to effect the alien's deportation, such owner, agent, consignee, or master shall pay to the collector of customs of the district in which the port of arrival is located the sum of $300 for each and every such failure, and no vessel shall have clearance while any such fine is unpaid nor shall such fine be remitted or refunded: *Provided*, That clearance may be granted prior to the determination of such question upon the deposit with the collector of customs of a sum sufficient to cover such fine.

SEC. 16. Upon the arrival at a port of the United States of any vessel from any foreign port or place, it shall be the duty of the proper immigration officials to go or send competent assistants to the vessel and there inspect all alien seamen on board such vessel; and it shall be the duty of the owner, agent, consignee, or master of such vessel to notify the immigration official in charge at the port of arrival of the place where the vessel is or will be anchored or moored. If such owner, agent, consignee, or master shall permit any alien seaman to land otherwise than as provided in sections 15, 20, 21, and 22 of this Act, he shall be subjected to the fine prescribed by section 15 hereof.

SEC. 17. Any alien seaman who shall enter the United States contrary to the provisions of this Act or of the immigration laws shall be deemed to be unlawfully in the United States and shall, at any time within five years thereafter, upon the warrant of the Secretary of Labor, be taken into custody and brought before an inspector or other official of the immigration service designated by said Secretary for examination as to his qualifications for admission to the United States, and if not admitted said alien seaman shall be deported in the manner provided in sections 19 and 20 of the Immigration Act, at the expense of the appropriation for the enforcement of this Act: *Provided*, That any such alien seaman who shall so enter, without intending to abandon his calling, and who shall promptly appear before an immigration official, shall be examined, and, if entitled thereto, shall be certificated, under section 21 of this Act: *Provided further*, That any such alien seaman who shall so enter, with the intent to abandon his calling, and who shall promptly appear before an immigration official shall be examined, and if entitled thereto, shall be admitted, under section 22 of this Act, and only in the event that such official doubts the admissibility of such alien shall application be made to the Secretary of Labor for a warrant of arrest.

SEC. 18. It shall be unlawful for any vessel, upon arrival in the United States from any foreign port or place, to have on board any alien seaman afflicted with idiocy, imbecility, insanity, epilepsy, tuberculosis in any form, or a loathsome or dangerous contagious disease, if it shall appear to the satisfaction of the Secretary of Labor, from an examination made, and a certificate submitted, by a medical officer

of the United States Public Health Service that any such alien seaman was so afflicted at the time he was shipped or engaged and taken on board such vessel and that the existence of such affliction might have been detected by means of a competent medical examination at such time; and for every such alien seaman so afflicted on board any such vessel at the time of arrival the owner, agent, consignee, or master thereof shall pay to the collector of customs of the customs district in which the port of arrival is located the sum of $100; and no vessel shall be granted clearance pending the determination of the question of the liability to the payment of such fine or while it remains unpaid: *Provided*, That clearance may be granted prior to the determination of such question upon the deposit of a sum sufficient to cover such fine: *Provided further*, That such fine may, in the discretion of the Secretary of Labor, be mitigated or remitted.

SEC. 19. Upon arrival of any vessel in the United States from any foreign port or place, it shall be the duty of the owner, agent, consignee, or master thereof to deliver to the immigration officer in charge at the port of arrival lists containing the names of all seamen employed on such vessel, stating their nationality, the positions they respectively hold in the ship's company, when and where they were respectively shipped or engaged, and specifying those to be paid off or discharged in the port of arrival, and such other information as the Secretary of Labor shall by regulation prescribe; and after the arrival of any such vessel it shall be the duty of such owner, agent, consignee, or master to report to such immigration officer, in writing, as soon as discovered, all cases in which any alien seaman has illegally landed from the vessel, giving the nationality and description of such seaman, together with any information likely to lead to his apprehension; and before the departure of any such vessel it shall be the duty of such owner, agent, consignee, or master to deliver to such immigration officer a further list showing the names and the nationality of all seamen who were not employed thereon at the time of her arrival but who will leave port thereon at the time of her departure, and also the names and nationality of those, if any, who have been paid off or discharged, and of those, if any, who have deserted or landed; and in case of the failure of such owner, agent, consignee, or master so to deliver either of the said lists of such seamen arriving and departing, respectively, or so to report such cases of desertion or landing, the owner, agent, consignee, or master shall, if required by the Secretary of Labor, pay to the collector of customs of the customs district in which the port of arrival is located the sum of $10 for each seaman concerning whom correct lists are not delivered or a true report is not made as above required; and no such vessel shall be granted clearance pending the determination of the question of the liability to the payment of such fine, or while it remains unpaid; nor shall such fine be remitted or refunded: *Provided*, That clearance may be granted prior to the determination of such question upon the deposit of a sum sufficient to cover such fine.

SEC. 20. Alien seamen found on arrival in ports of the United States to be afflicted with any of the disabilities or diseases mentioned in section 18 of this Act shall be placed in a hospital designated by the immigration official in charge at the port of arrival and treated, all expenses connected therewith being borne by the owner, agent, consignee, or master of the vessel, and no such vessel shall be granted clearance until such expenses are paid or their payment appropriately guaranteed, and the collector of customs so notified by the immigration official in charge: *Provided, however*, That in cases in which it shall appear to the satisfaction of the immigration official in charge that it will not be possible within a reasonable time to effect a cure, the return of the alien seamen shall be enforced on, or at the expense of, the vessel on which they came, upon such conditions as the Commissioner General of Immigration, with the approval of the Secretary of Labor, shall prescribe to insure that the aliens shall be properly cared for and protected, and that the spread of contagion shall be guarded against.

SEC. 21. All alien seamen who shall arrive at ports of the United States from any foreign port or place and be found to be temporarily admissible under this Act and the immigration laws, as alien seamen in the pursuit of their calling, shall, on their first arrival, be registered by immigration officials and furnished with a certificate of registry and identity, containing their name, description, and photograph, and a notation indicating whether or not they are of a status which would entitle them to admission, should they apply therefor under this Act and the immigration laws. Thereafter, on each occasion of the arrival in ports of the United States of such alien seamen, said certificate shall be accepted by immigration officials as prima facie evidence of the status of the holders under this Act, and such certificate shall be used by all concerned as evidence of the identity of the holders. Afflicted or diseased alien seamen who may be cured as the result of treatment given pursuant to section 20 hereof shall, in like manner, be furnished with said certificate.

All seamen who are United States citizens who shall arrive at United States ports from any foreign port or place, shall also be furnished with a similar certificate of registry and identity containing their name, description, and photograph.

Upon proof of loss or destruction of any such certificate, one in lieu thereof shall be issued. No fee shall be charged for either the issue or the reissue of any such certificate.

SEC. 22. Any alien seaman who, upon arrival at a port of the United States from any foreign port or place, shall apply for permission to enter and reside in the United States, shall be admitted only if able to pass all the tests prescribed by this Act and the immigration laws, and only upon being registered under sections 2 to 10 of this Act, and paying the head tax assessed by section 2 of the Immigration Act. Any alien seaman who shall be found admissible to the United States under section 17 of this Act, shall be released from custody and permitted to remain within the United States only upon being registered under sections 2 to 10 of this Act.

SEC. 23. No alien shall be permitted to ship on vessels engaged in the coastwise or Great Lakes trade of the United States unless he has been regularly and permanently admitted to the United States in accordance with this Act and the immigration laws, nor unless he has been registered in accordance with sections 2 to 10 of this Act, except that any alien seaman who has been registered in pursuance of section 21 hereof and furnished with a certificate of registry and identity bearing a notation showing that he is of a status which would entitle him to admission should he apply therefor may be permitted to ship on a vessel engaged in the Great Lakes or coastwise trade upon paying the head tax prescribed by section 2 of the Immigration Act: *Provided*, That any alien seaman so allowed to ship in the Great Lakes or coastwise trade who may thereafter desire or attempt to abandon his calling and to remain in the United States shall be required to meet the provisions of sections 2 to 10 and of section 17 of this Act: *And provided further*, That any alien seaman who may show that the head tax prescribed by section 2 of the Immigration Act has been paid by him or on his behalf shall not be required again to pay such tax.

SEC. 24. Shipping commissioners appointed, and all Government officials acting as shipping commissioners, under the provisions of sections 4501 to 4508 of the Revised Statutes or any other law of the United States, shall furnish the appropriate immigration officials with detailed reports showing the names and descriptions of all alien seamen shipping on vessels sailing from ports of the United States to foreign ports. Such reports shall in every case in which such an alien seaman holds the certificate of registry and identity prescribed by section 21 of this act, give the number of such certificate and the name of the port where it issued, and in all other cases shall contain all possible items of information bearing upon the seaman's identity.

SEC. 25. Hereafter it shall not be lawful for the owner, agent, consignee, or master of any vessel engaged in the coastwise trade, or in the lake-going trade, or in the trade between the United States and the British North American possessions, the West Indies, or the Republic of Mexico to ship any alien seaman on such a vessel unless such master first obtains the consent thereto of the immigration official in charge at the appropriate port. Any violation of this section shall subject the person found guilty thereof to the penalty prescribed by section 4504 of the Revised Statutes of the United States.

SEC. 26. The provisions of sections 18 and 20 of the Immigration Act, assessing a penalty for failure or refusal to accept, to detain, to guard safely, to return, and to transport to foreign destination aliens excluded or expelled from the United States, or to pay maintenance and deportation expenses of aliens, or for making any charge for the return of excluded or expelled aliens, or for taking any security for the payment of such charge, or for taking any consideration from aliens to be returned in case of landing, or for bringing to the United States any deported aliens within a year from date of deportation without the consent of the Secretary of Labor, shall apply to and be enforced in connection with the provisions of this Act relating to the exclusion or expulsion of aliens.

To give false evidence in connection with the enforcement of this Act shall constitute perjury as said offense is defined in section 16 of the Immigration Act; and all of the provisions of sections 16 and 17 of the Immigration Act, prescribing methods of procuring evidence concerning aliens, and defining offenses and prescribing punishments therefor, shall apply to and be enforced in connection with the provisions of this Act.

SEC. 27. Any person who shall substitute any name for the name written in any certificate herein required, or any photograph for the photograph attached to any such certificate, or shall in any manner alter any such certificate, or forge any such certificate, or falsely personate any person named in any such certificate, or issue or utter any forged or fraudulent certificate, or present to an immigrant inspector or other Govern-

ment official any forged or fraudulent certificate, and any person other than the one to whom there has been duly issued any certificate prescribed by this Act who shall present to an immigrant inspector or other Government official any such certificate, shall be deemed guilty of a felony, and upon conviction thereof shall be fined in a sum not exceeding $1,000 or be imprisoned for a term of not more than five years, or both.

SEC. 28. The Commissioner General of Immigration shall, with the approval of the Secretary of Labor, issue such regulations, not inconsistent with law, as may be deeemd necessary and appropriate to place this Act in full force and operation. Such regulations shall include special rules for the application of this Act to the cases of aliens coming to the United States from or through contiguous foreign territory, and to the cases of aliens entering across the land boundaries or elsewhere for temporary stay or at frequent intervals in pursuit of their regular occupations, vocations, or avocations; also special rules to insure that the provisions of this Act, of the Immigration Act, and of any law, convention, or treaty relating to immigration, shall not be violated by aliens arriving at ports of the United States employed on vessels as seamen, and that, at the same time, the enforcement of such laws shall not interfere with the operation of the Act approved March fourth, nineteen hundred and fifteen, entitled "An Act to promote the welfare of American seamen in the merchant marine of the United States; to abolish arrest and imprisonment as a penalty for desertion and to secure the abrogation of treaty provisions in relation thereto; and to promote safety at sea."

SEC. 29. This Act shall take effect and be enforced on and after January first, nineteen hundred and twenty.

APPENDIX I.

STATISTICS OF IMMIGRATION.

The following tables present the immigration statistics for the past year in comparison with previous years, beginning with 1820, and so arranged as to furnish information upon practically all sides of the immigration question that can be represented statistically.

In the classification of aliens the terms (1) immigrant and emigrant and (2) nonimmigrant and nonemigrant, respectively, relate (1) to permanent arrivals and departures and (2) to temporary arrivals and departures. In compiling the statistics under this classification the following rule is observed: Arriving aliens whose permanent domicile has been outside the United States who intend to reside permanently in the United States are classed as immigrant aliens; departing aliens whose permanent residence has been in the United States who intend to reside permanently abroad are classed as emigrant aliens; all alien residents of the United States making a temporary trip abroad and all aliens residing abroad making a temporary trip to the United States are classed as nonemigrant aliens on the outward journey and nonimmigrant aliens on the inward.

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TABLE I.—*Aliens admitted, departed, debarred, and deported, and United States citizens arrived and departed, fiscal years ended June 30, 1919 and 1920.*

Port.	Aliens.												Citizens.			
	1919						1920						1919		1920	
	Admitted.		Departed.		Debarred.	Deported after landing.	Admitted.		Departed.		Debarred.	Deported after landing.	Arrived.	Departed.	Arrive	Departed.
	Immigrant aliens.	Non-immigrant aliens.	Emigrant aliens.	Non-emigrant aliens.			Immigrant aliens.	Non-immigrant aliens.	Emigrant aliens.	Non-emigrant aliens.						
New York, N. Y.	26,731	35,026	84,470	41,576	521	370	225,206	105,343	246,026	68,667	1,720	812	31,546	166,696	85,173	114,271
Boston, Mass.	374	294	343	187	22	46	15,820	1,187	634	453	80	73	528	413	2,089	739
Philadelphia, Pa.	333	69	307	232	29	18	4,205	640	6,785	1,076	141	36	196	317	1,694	2,830
Baltimore, Md.	260	25	2	.....	33	8	301	54	533	14	108	26	30	2	133	27
Portland, Me.	164	162	28	1,016	7	6	289	145	266	1,712	9	3	233	346	157	326
New Bedford, Mass.	301	9	7	1	6	.....	636	.....	.....	.....	2	.....	8	11	43	.....
Providence, R. I.	367	3	503	52	3	6	8,213	103	3,654	460	10	3	24	152	470	1,446
Newport News, Va.	505	624	.....	9	21	3	866	88	.....	2	68	3	1,083	107	506	.....
Norfolk, Va.	504	91	.....	2	19	2	1,109	95	6	47	114	1	145	2	430	45
Savannah, Ga.	39	.....	.....	.....	9	.....	56	.....	.....	.....	18	.....	1,986	847	.....	.....
Miami, Fla.	1,253	3,979	490	1,171	15	.....	1,809	3,292	764	2,128	37	3	284	243	1,604	1,534
Key West, Fla.	956	4,694	1,014	6,608	3	2	2,605	9,510	2,156	13,046	93	5	8,025	7,637	16,273	15,920
Other Atlantic ports.	180	1,024	3	1,848	8	.....	58	9	.....	4	15	3	4,784	60	6	1
Tampa, Fla.	1,312	581	14	3	39	6	2,540	1,412	6	12	70	2	863	10	1,609	17
Pensacola, Fla.	7	.....	.....	.....	3	.....	4	.....	.....	.....	8	2	.....	.....	.....	.....
Mobile, Ala.	61	62	11	40	22	1	73	89	11	65	26	7	43	35	66	61
New Orleans, La.	1,847	2,469	883	1,831	156	12	2,264	3,723	898	3,057	129	26	7,825	3,392	5,878	5,949
Galveston, Tex.	80	8	2	7	10	9	380	102	62	28	39	10	359	197	647	587
Other Gulf ports.	34	2	.....	.....	4	.....	28	1	.....	6	4	3	.....	.....	3	.....
San Francisco, Calif.	9,121	9,275	3,435	9,898	172	47	8,830	13,868	5,924	9,734	190	48	5,299	5,358	6,273	8,703
Portland, Oreg.	12	.....	.....	.....	1	3	14	.....	.....	.....	.....	4	.....	.....	.....	.....
Seattle, Wash.	3,991	2,420	1,790	2,486	58	28	3,575	2,975	775	3,348	97	49	606	1,566	793	1,831
Alaska	327	39	74	.....	7	1	140	17	55	.....	7	2	576	110	375	41
Mexican border:																
Land ports	28,538	15,797	17,509	9,352	2,512	1,858	50,726	17,431	5,963	4,793	2,804	946	.....	2,673	6,046	1,523
Sea ports	93	243	89	253	13	3	193	466	279	373	5	7	123	109	289	452
Through Canada:																
Atlantic ports	2,065	1,045	175	132	8	2	5,591	2,567	3,987	1,062	26	11	1,451	117	1,767	462
Pacific ports	566	1,303	846	1,799	8	.....	841	2,009	995	2,406	10	2	1,426	697	2,338	3,215
Border stations	58,234	13,840	10,604	9,517	4,768	631	90,569	22,337	7,241	20,711	5,874	662	22,933	22,004	15,607	25,022
Honolulu, Hawaii	2,591	1,607	523	3,497	122	6	2,508	1,691	661	4,472	61	6	1,875	2,629	3,396	3,478
Porto Rico	286	1,198	400	1,192	27	3	552	1,923	634	2,071	30	7	4,169	3,199	3,508	5,667
Total	141,132	95,889	123,522	92,709	8,626	3,068	430,001	191,575	288,315	139,747	11,795	2,762	96,420	218,929	157,173	194,147
Philippine Islands	9,872	6,605	1,215	9,516	230	111	10,009	6,662	1,509	11,109	324	117	3,254	1,382	2,980	2,195

TABLE II.—*Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1919 and 1920, by months.*

Months.	1919							1920						
	Admitted.			Departed.			Increase (+) or decrease (−).	Admitted.			Departed.			Increase (+) or decrease (−)
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.		Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.	
July	7,780	5,044	12,824	4,385	8,060	12,445	+ 379	18,152	12,967	31,119	25,757	11,069	36,826	− 5,707
August	7,862	6,018	13,880	3,552	4,754	8,306	+ 5,574	20,597	11,807	32,404	28,934	12,777	41,711	− 9,307
September	9,997	6,305	16,302	5,453	6,097	11,550	+ 4,752	26,584	18,729	45,313	27,770	12,654	40,424	+ 4,889
October	11,771	8,362	20,133	3,619	4,515	8,134	+11,999	32,418	17,020	49,438	25,447	12,660	38,107	+11,331
November	8,499	4,727	13,226	3,969	6,963	10,932	+ 2,294	27,219	13,902	41,121	36,105	14,864	50,969	− 9,848
December	10,748	6,672	17,420	7,038	7,952	14,990	+ 2,430	37,913	16,618	54,531	22,199	12,416	34,615	+19,916
January	9,852	4,791	14,643	8,099	11,594	19,693	− 5,050	31,858	13,549	45,407	27,086	15,095	42,181	+ 3,226
February	10,578	5,508	16,086	11,010	6,497	17,507	− 1,421	30,606	12,646	43,252	11,607	9,048	20,655	+22,597
March	14,105	9,370	23,475	16,019	8,662	24,681	− 1,206	39,971	14,694	54,665	22,639	7,850	30,489	+24,176
April	16,860	14,229	31,089	17,203	8,388	25,591	+ 5,498	48,219	20,542	68,761	19,107	9,502	28,609	+40,152
May	15,093	11,677	26,770	17,800	9,303	27,103	− 333	53,772	20,294	74,066	17,121	10,673	27,794	+46,272
June	17,987	13,186	31,173	25,375	9,924	35,299	− 4,126	62,692	18,807	81,499	24,543	11,139	35,682	+45,817
Total	141,132	95,889	237,021	123,522	92,709	216,231	+20,790	430,001	191,575	621,576	288,315	139,747	428,062	+193,514

TABLE III.—*Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1919 and 1920, by countries.*

Country of last or future permanent residence.[1]	1919							1920						
	Admitted.			Departed.			Increase (+) or decrease (−).	Admitted.			Departed.			Increase (+) or decrease (−).
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.		Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.	
Austria	26	14	40	201	12	213	− 173	268	50	318	2,274	53	2,327	− 2,009
Hungary	27	1	28	100	7	107	− 79	84	18	102	14,233	101	14,334	− 14,232
Belgium	268	166	434	634	251	885	− 451	6,574	986	7,560	1,846	534	2,380	+ 5,180
Bulgaria	22	6	28	2,891	131	3,022	− 2,994	90	23	113	3,587	894	4,481	− 4,368
Czechoslovakia								3,426	134	3,560	11,147	126	11,273	− 7,713
Denmark	1,352	930	2,282	599	529	1,128	+ 1,154	3,137	731	3,868	1,477	948	2,425	+ 1,443
Finland								756	91	847	1,473	105	1,578	− 731
France, including Corsica	3,379	5,518	8,897	3,792	12,952	16,744	− 7,847	8,945	6,575	15,520	4,477	2,809	7,286	+ 8,234
Germany	52	9	61	26	10	36	+ 25	1,001	244	1,245	3,069	204	3,273	− 2,028
Greece	386	58	444	15,482	705	16,187	−15,743	11,981	213	12,194	20,314	957	21,271	− 9,077
Italy, including Sicily and Sardinia	1,884	583	2,467	38,245	4,134	42,379	−39,912	95,145	4,130	99,275	88,909	5,403	94,312	+ 4,963
Netherlands	1,098	1,913	3,011	596	1,460	2,056	+ 955	5,187	839	6,026	1,017	1,423	2,440	+ 3,586
Norway	1,995	1,501	3,496	1,952	1,086	3,038	+ 458	4,445	1,680	6,125	3,022	1,410	4,432	+ 1,693
Poland								4,813	414	5,227	18,190	834	19,024	− 13,797
Portugal, including Cape Verde and Azore Islands	1,222	92	1,314	3,447	232	3,679	− 2,365	15,472	147	15,619	4,728	162	4,890	+ 10,729
Roumania	19	10	29	39	36	75	− 46	1,890	132	2,022	21,506	934	22,440	− 20,418
Russia	1,403	510	1,913	1,868	626	2,494	− 581	995	306	1,301	1,933	253	2,186	− 885
Serbs, Croats, and Slovenes, Kingdom of								1,888	70	1,958	28,474	566	29,040	− 27,082
Spain, including Canary and Balearic Islands	1,573	462	2,035	6,280	1,666	7,946	− 5,911	18,821	1,395	20,216	3,841	1,673	5,514	+ 14,702
Sweden	2,243	626	2,869	1,738	366	2,104	+ 765	5,862	1,003	6,865	3,109	1,194	4,303	+ 2,562
Switzerland	381	168	549	403	144	547	+ 2	3,785	785	4,570	1,103	650	1,733	+ 2,817
Turkey in Europe	10	4	14	47	13	60	− 46	1,933	112	2,045	1,812	131	1,943	+ 102

[1] Beginning with the fiscal year 1920, the Republics of Czechoslovakia, Finland, and Poland, and the Kingdom of the Serbs, Croats, and Slovenes are shown as separate countries; the Russian Empire and Finland is changed to Russia, and the German Empire to Germany. Bulgaria, which previous to 1920 was grouped with Serbia and Montenegro, is shown separately, the two latter countries being included in the Kingdom of the Serbs, Croats, and Slovenes.

TABLE III.—*Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1919 and 1920, by countries*—Contd.

Country of last or future permanent residence.	1919							1920						
	Admitted.			Departed.			Increase (+) or decrease (−).	Admitted.			Departed.			Increase (+) or decrease (−).
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.		Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.	
United Kingdom:														
England	5,163	5,591	10,754	4,482	7,104	11,586	− 832	27,871	13,491	41,362	8,099	11,699	19,798	+ 21,564
Ireland	474	248	722	988	233	1,221	− 499	9,591	674	10,265	3,735	491	4,226	+ 6,039
Scotland	1,283	527	1,810	569	492	1,061	+ 749	9,347	1,585	10,932	1,488	1,331	2,819	+ 8,113
Wales	351	201	552	54	20	74	+ 478	1,253	290	1,543	141	60	201	+ 1,342
Other Europe	16	3	19	98	5	103	− 84	1,735	79	1,814	1,429	93	1,522	+ 292
Total Europe	24,627	19,141	43,768	84,531	32,214	116,745	−72,977	246,295	36,197	282,492	256,433	35,038	291,471	− 8,979
China	1,964	5,063	7,027	2,199	2,284	4,483	+ 2,544	2,330	10,342	12,672	3,102	3,164	6,266	+ 6,406
Japan	10,064	1,227	11,291	2,195	1,454	3,649	+ 7,642	9,432	1,528	10,960	4,249	1,819	6,068	+ 4,892
India	171	290	461	161	203	364	+ 97	300	428	728	189	159	348	+ 380
Turkey in Asia	19	7	26	26	4	30	− 4	5,033	254	5,287	1,731	158	1,889	+ 3,398
Other Asia	456	804	1,260	79	2,078	2,157	− 897	410	934	1,344	170	213	383	+ 961
Total Asia	12,674	7,391	20,065	4,660	6,023	10,683	+ 9,382	17,505	13,486	30,991	9,441	5,513	14,954	+ 16,037
Africa	189	234	423	74	173	247	+ 176	648	329	977	121	175	296	+ 681
Australia, Tasmania, and New Zealand	1,234	2,536	3,770	362	2,249	2,611	+ 1,159	2,066	3,441	5,507	490	3,255	3,745	+ 1,762
Pacific Islands (not specified)	76	290	366	19	254	273	+ 93	119	423	542	29	301	330	+ 212
British North America	57,782	11,504	69,286	10,726	11,452	22,178	+47,108	90,025	19,472	109,497	7,668	24,386	32,054	+ 77,443
Central America	2,589	1,323	3,912	413	1,186	1,599	+ 2,313	2,360	2,880	5,240	602	2,358	2,960	+ 2,280
Mexico	29,818	9,783	39,601	18,000	10,499	28,499	+11,102	52,361	6,613	58,974	6,606	6,677	13,283	+ 45,691
South America	3,271	2,876	6,147	914	2,137	3,051	+ 3,096	4,112	4,997	9,109	1,398	3,854	5,252	+ 3,857
West Indies	8,826	13,421	22,247	3,806	13,896	17,702	+ 4,545	13,808	19,301	33,109	5,502	23,764	29,266	+ 3,843
United States	.....	27,287	27,287	.....	12,603	12,603	+14,684	.....	84,275	84,275	.....	34,402	34,402	+ 49,873
Other countries	46	103	149	17	23	40	+ 109	702	161	863	25	24	49	+ 814
Grand total	141,132	95,889	237,021	123,522	92,709	216,231	+20,790	430,001	191,575	621,576	288,315	139,747	428,062	+193,514

TABLE IV.—*Net increase or decrease of population by arrival and departure of aliens, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Admitted.			Departed.			Increase (+) or decrease (−).
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.	
African (black)	8,174	5,425	13,599	1,275	2,118	3,393	+ 10,206
Armenian	2,762	198	2,960	584	91	675	+ 2,285
Bohemian and Moravian (Czech)	415	135	550	259	59	318	+ 232
Bulgarian, Servian, and Montenegrin	1,064	1,770	2,834	23,844	1,893	25,737	− 22,903
Chinese	2,148	11,698	13,846	2,961	11,248	14,209	− 363
Croatian and Slovenian	493	727	1,220	7,481	268	7,749	− 6,529
Cuban	1,510	7,477	8,987	1,598	7,567	9,165	− 178
Dalmatian, Bosnian, and Herzegovinian	63	22	85	1,533	85	1,618	− 1,533
Dutch and Flemish	12,730	4,423	17,153	3,016	4,341	7,357	+ 9,796
East Indian	160	121	281	162	42	204	+ 77
English	58,366	35,260	93,626	11,659	33,588	45,247	+ 48,379
Finnish	1,510	320	1,830	1,447	557	2,004	− 174
French	27,390	10,892	38,282	7,026	8,008	15,034	+ 23,248
German	7,338	1,830	9,168	4,178	1,305	5,483	+ 3,685
Greek	13,998	1,426	15,424	20,319	1,948	22,267	− 6,843
Hebrew	14,292	3,231	17,523	358	1,025	1,383	+ 16,140
Irish	20,784	4,330	25,114	4,635	3,838	8,473	+ 16,641
Italian (north)	12,918	3,046	15,964	8,159	2,213	10,372	+ 5,592
Italian (south)	84,882	28,885	113,767	80,955	8,727	89,682	+ 24,085
Japanese	9,279	6,895	16,174	4,238	11,415	15,653	+ 521
Korean	72	9	81	14	22	36	+ 45
Lithuanian	422	43	465	719	25	744	− 279
Magyar	252	54	306	14,619	208	14,827	− 14,521
Mexican	51,042	17,350	68,392	6,412	4,742	11,154	+ 57,238
Pacific Islander	17	33	50	3	5	8	+ 42
Polish	2,519	8,931	11,450	18,392	1,223	19,615	− 8,165
Portuguese	15,174	964	16,138	4,859	1,086	5,945	+ 10,193
Roumanian	898	956	1,854	21,490	1,023	22,513	− 20,659
Russian	2,378	683	3,061	1,151	391	1,542	+ 1,519
Ruthenian (Russniak)	258	136	394	693	32	725	− 331
Scandinavian, Norwegians, Danes, and Swedes	16,621	8,529	25,150	8,246	12,174	20,420	+ 4,730
Scotch	21,180	7,655	28,835	2,577	4,888	7,465	+ 21,370
Slovak	3,824	1,372	5,196	11,568	478	12,046	− 6,850
Spanish	23,594	7,442	31,036	5,144	5,159	10,303	+ 20,733
Spanish American	3,934	5,102	9,036	1,126	4,413	5,539	+ 3,497
Syrian	3,047	991	4,038	1,652	730	2,382	+ 1,656
Turkish	140	55	195	1,340	173	1,513	− 1,318
Welsh	1,462	735	2,197	195	303	498	+ 1,699
West Indian (except Cuban)	1,546	1,989	3,535	626	1,948	2,574	+ 961
Other peoples	1,345	435	1,780	1,802	388	2,190	− 410
Grand total	430,001	191,575	621,576	288,315	139,747	428,062	+193,514
Admitted in and departed from Philippine Islands	10,009	6,662	16,671	1,509	11,109	12,618	+ 4,053

TABLE V.—*Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, fiscal year ended June 30, 1920, by States and Territories.*[1]

State or Territory.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonemigrant aliens.
Alabama	519	76	217	26
Alaska	159	35	118	21
Arizona	5,421	1,410	1,415	38
Arkansas	178	16	65	4
California	32,502	6,231	13,614	4,035
Colorado	1,448	320	1,261	131
Connecticut	13,212	2,180	7,020	427
Delaware	558	135	438	22
District of Columbia	1,702	211	606	105
Florida	4,145	1,944	3,129	697
Georgia	569	89	215	34
Hawaii	2,578	1,381	659	4,154
Idaho	1,360	132	288	105
Illinois	16,964	4,916	17,951	2,190
Indiana	2,586	475	2,936	154
Iowa	2,993	327	1,129	367
Kansas	872	174	720	50
Kentucky	296	38	147	12
Louisiana	1,763	454	586	136
Maine	6,050	568	1,002	70
Maryland	1,650	404	1,132	95
Massachusetts	41,594	5,760	16,490	2,370
Michigan	28,227	2,607	12,931	817
Minnesota	5,698	896	3,398	1,036
Mississippi	308	68	98	5
Missouri	2,174	469	1,663	503
Montana	1,695	372	769	201
Nebraska	1,397	379	683	147
Nevada	788	103	236	38
New Hampshire	3,712	341	1,216	61
New Jersey	16,666	3,188	14,210	688
New Mexico	953	269	536	15
New York	106,630	20,722	88,713	6,479
North Carolina	373	51	90	15
North Dakota	1,342	93	417	161
Ohio	15,377	3,179	29,543	879
Oklahoma	497	141	197	11
Oregon	3,645	625	830	752
Pennsylvania	27,637	6,304	44,156	1,710
Philippine Islands	16	15	6	3
Porto Rico	556	464	605	425
Rhode Island	7,341	720	2,826	362
South Carolina	248	26	82	8
South Dakota	1,086	70	252	120
Tennessee	384	58	102	16
Texas	39,115	10,307	2,469	107
Utah	1,387	265	666	127
Vermont	3,089	174	484	26
Virginia	2,670	222	475	90
Virgin Islands	15	11	3	3
Washington	11,462	2,295	2,884	2,295
West Virginia	2,023	669	2,687	50
Wisconsin	3,827	1,018	3,625	326
Wyoming	544	108	325	86
Outside United States	.....	108,070	.....	106,942
Total	430,001	191,575	288,315	139,747

[1] For permanent residences of aliens arriving in and departing from the Philippine Islands see Tables IX, IX-A, XIV, and XIV-A.

TABLE VI.—*Occupations of aliens admitted and departed, fiscal year ended June 30, 1920.*

Occupations.	Admitted.		Departed.	
	Immigrant aliens.	Non-immigrant aliens.	Emigrant aliens.	Non-emigrant aliens.
PROFESSIONAL.				
Actors	642	734	208	473
Architects	252	259	78	183
Clergy	1,154	1,452	503	1,116
Editors	146	183	24	110
Electricians	1,109	389	106	188
Engineers (professional)	1,649	3,005	281	1,486
Lawyers	181	800	41	415
Literary and scientific persons	413	634	147	548
Musicians	627	594	396	224
Officials (Government)	1,013	2,085	256	1,259
Physicians	459	960	179	710
Sculptors and artists	230	166	93	142
Teachers	2,122	1,425	376	803
Other professional	2,445	1,597	781	1,266
Total	12,442	14,193	3,379	8,923
SKILLED.				
Bakers	1,287	690	365	256
Barbers and hairdressers	1,609	728	438	173
Blacksmiths	1,013	477	278	148
Bookbinders	52	20	11	12
Brewers	4	10	14	11
Butchers	678	446	256	133
Cabinetmakers	162	73	70	47
Carpenters and joiners	5,742	2,162	1,481	1,250
Cigarette makers	11	4	1	2
Cigar makers	204	661	1,044	641
Cigar packers	52	98	28	28
Clerks and accountants	12,681	6,451	2,344	4,719
Dressmakers	3,631	482	316	309
Engineers (locomotive, marine, and stationary)	1,856	1,333	378	1,335
Furriers and fur workers	140	32	36	21
Gardeners	574	272	218	195
Hat and cap makers	72	50	10	15
Iron and steel workers	1,515	500	174	198
Jewelers	217	130	44	71
Locksmiths	90	25	3	.....
Machinists	3,278	1,520	990	795
Mariners	7,557	7,692	514	2,242
Masons	2,235	1,193	429	275
Mechanics (not specified)	2,942	1,616	554	604
Metal workers (other than iron, steel, and tin)	412	165	106	117
Millers	123	62	35	27
Milliners	366	108	47	94
Miners	3,081	2,046	5,279	824
Painters and glaziers	1,021	549	326	274
Pattern makers	87	25	15	11
Photographers	220	156	49	73
Plasterers	161	68	46	33
Plumbers	544	201	76	108
Printers	521	249	70	99
Saddlers and harness makers	83	33	6	8
Seamstresses	1,793	238	107	114
Shoemakers	2,978	1,113	791	224
Stokers	867	1,295	168	266
Stonecutters	314	97	75	35
Tailors	3,074	1,165	714	342
Tanners and curriers	26	15	25	21
Textile workers (not specified)	233	67	710	149
Tinners	165	61	37	24
Tobacco workers	29	55	5	10
Upholsterers	62	25	22	151
Watch and clock makers	126	63	35	20
Weavers and spinners	1,695	496	360	244
Wheelwrights	5	4	.....	.....
Woodworkers (not specified)	110	35	20	19
Other skilled	4,269	3,044	1,662	1,328
Total	69,967	38,100	20,782	18,095

[1] For occupations of aliens arriving in and departing from Philippine Islands see Tables X and X-A.

TABLE VI.—*Occupations of aliens admitted and departed, fiscal year ended June 30, 1920*—Continued.

Occupations.	Admitted.		Departed.	
	Immigrant aliens.	Non-immigrant aliens.	Emigrant aliens.	Non-emigrant aliens.
MISCELLANEOUS.				
Agents	1,373	2,072	434	1,715
Bankers	163	750	97	696
Draymen, hackmen, and teamsters	677	339	81	111
Farm laborers	15,257	6,140	2,754	1,976
Farmers	12,192	5,578	11,262	5,354
Fishermen	1,190	375	383	278
Hotel keepers	231	231	180	167
Laborers	81,732	38,034	183,820	25,606
Manufacturers	228	939	129	731
Merchants and dealers	7,341	20,451	4,984	19,004
Servants	37,197	6,536	5,802	5,475
Other miscellaneous	16,878	13,236	5,787	9,865
Total	174,459	94,681	215,713	70,978
No occupation (including women and children)	173,133	44,601	48,441	41,751
Grand total	430,001	191,575	288,315	139,747

TABLE VII.—*Sex, age, literacy, financial condition, etc., of immigrant aliens admitted, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number admitted.	Sex.		Age.			Literacy, 16 years of age and over.									Causes for exemption from literacy test under section 3.		
							Can read but can not write.			Can neither read nor write.			Can read and write.			Join relatives.		
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
African (black)	8,174	4,508	3,666	1,223	6,544	407	11	15	26	14	46	60	3,920	2,945	6,865	14	46	60
Armenian	2,762	1,466	1,296	481	2,066	215	.....	8	8	6	71	77	1,204	992	2,196	6	71	77
Bohemian and Moravian (Czech)	415	173	242	79	296	40	.....	.....	.....	.....	.....	.....	136	200	336	.....	.....	.....
Bulgarian, Serbian, and Montenegrin	1,064	633	431	234	749	81	1	2	3	4	33	37	506	284	790	4	33	37
Chinese	2,148	1,719	429	242	1,712	194	.....	.....	.....	6	204	210	1,515	181	1,696	3	204	207
Croatian and Slovenian	493	234	259	150	320	23	.....	3	3	1	15	16	150	174	324	1	15	16
Cuban	1,510	1,012	498	429	1,003	78	.....	.....	.....	1	1	2	759	320	1,079	.....	1	1
Dalmatian, Bosnian, and Herzegovinian	63	41	22	6	51	6	.....	.....	.....	.....	1	1	39	17	56	.....	1	1
Dutch and Flemish	12,730	7,052	5,678	3,206	8,113	1,411	2	9	11	16	57	73	5,380	4,060	9,440	16	57	73
East Indian	160	138	22	11	146	3	.....	.....	.....	1	.....	1	132	16	148	1	.....	1
English	58,366	29,923	28,443	10,645	39,718	8,003	3	7	10	35	60	95	24,545	23,071	47,616	35	59	94
Finnish	1,510	907	603	317	1,088	105	2	1	3	1	2	3	739	448	1,187	1	2	3
French	27,390	14,238	13,152	5,487	18,395	3,508	11	2	13	188	196	384	11,285	10,221	21,506	181	193	374
German	7,338	4,383	2,955	1,536	4,938	864	.....	2	2	5	27	32	3,547	2,221	5,768	4	27	31
Greek	13,998	11,167	2,831	1,020	11,563	1,415	4	33	37	34	381	415	10,580	1,946	12,526	33	380	413
Hebrew	14,292	6,595	7,697	4,700	8,021	1,571	2	40	42	32	610	642	4,139	4,769	8,908	32	609	641
Irish	20,784	10,219	10,565	2,643	15,887	2,254	.....	3	3	14	44	58	8,886	9,194	18,080	12	44	56
Italian (north)	12,918	6,599	6,319	2,891	9,104	923	9	36	45	36	136	172	5,107	4,703	9,810	35	136	171
Italian (south)	84,882	44,112	40,770	20,205	57,739	6,938	42	183	225	1,375	7,597	8,972	32,308	23,172	55,480	1,076	7,591	8,667
Japanese	9,279	3,414	5,865	1,342	7,462	475	.....	.....	.....	40	575	615	2,426	4,896	7,322	39	572	611
Korean	72	25	47	3	67	2	.....	.....	.....	.....	19	19	23	27	50	.....	19	19
Lithuanian	422	274	148	113	275	34	.....	.....	.....	1	12	13	215	81	296	1	12	13
Magyar	252	124	128	101	125	26	.....	.....	.....	.....	1	1	75	75	150	.....	1	1
Mexican	51,042	34,042	17,000	10,880	36,290	3,872	109	247	356	120	1,620	1,740	28,196	9,870	38,066	116	1,616	1,732
Pacific Islander	17	11	6	2	15	.....	.....	.....	.....	.....	.....	.....	11	4	15	.....	.....	.....
Polish	2,519	1,436	1,083	742	1,579	198	.....	1	1	5	41	46	1,077	653	1,730	5	41	46
Portuguese	15,174	11,056	4,118	1,581	12,855	738	.....	4	4	168	693	861	10,096	2,632	12,728	165	692	857
Roumanian	808	530	368	219	605	74	1	.....	1	4	18	22	427	229	656	4	18	22
Russian	2,378	1,657	721	499	1,704	175	2	.....	2	3	34	37	1,406	434	1,840	3	34	37
Ruthenian (Russniak)	258	192	66	55	194	9	.....	.....	.....	1	4	5	164	34	198	.....	4	4

TABLE VII.—*Sex, age, literacy, financial condition, etc., of immigrant aliens admitted, fiscal year ended June 30, 1920, by races or peoples*—Contd.

Race or people.	Number admitted.	Sex.		Age.			Literacy, 16 years of age and over.									Causes for exemption from literacy test under section 3.		
							Can read but can not write.			Can neither read nor write.			Can read and write.			Join relatives.		
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Scandinavian (Norwegians, Danes, and Swedes)	16,621	9,790	6,831	2,202	12,601	1,818	.....	3	3	4	4	8	8,673	5,735	14,408	4	4	8
Scotch	21,180	11,027	10,153	3,637	14,752	2,791	1	.....	1	10	23	33	9,210	8,299	17,509	9	23	32
Slovak	3,824	1,325	2,499	1,218	2,397	209	1	7	8	11	64	75	692	1,831	2,523	11	64	75
Spanish	23,594	20,494	3,100	1,593	20,791	1,210	6	13	19	32	100	132	19,525	2,325	21,850	32	95	127
Spanish American	3,934	2,564	1,370	764	2,927	243	.....	1	1	3	5	8	2,128	1,033	3,161	2	4	6
Syrian	3,047	1,915	1,132	739	2,131	177	1	13	14	11	145	156	1,527	611	2,138	11	145	156
Turkish	140	118	22	12	118	10	.....	.....	.....	.....	1	1	109	18	127	.....	1	1
Welsh	1,462	782	680	248	1,015	199	1	.....	1	1	8	9	663	541	1,204	1	8	9
West Indian (except Cuban)	1,546	711	835	262	1,156	128	.....	1	1	.....	4	4	569	710	1,279	.....	4	4
Other peoples	1,345	1,019	326	173	1,077	95	2	2	4	7	52	59	917	192	1,109	6	52	58
Total	430,001	247,625	182,376	81,890	307,589	40,522	211	636	847	2,190	12,904	15,094	203,006	129,164	332,170	1,863	12,878	14,741
Admitted in Philippine Islands	10,009	8,357	1,652	2,713	6,884	412	.....	.....	.....	.....	.....	7,113	.....	.....	2,896	.....	.....	.....

Race or people.	Causes for exemption from literacy test under section 3.						Money.			By whom passage was paid.			Going to join—		Not going to join relative or friend.
	Religious persecution.		Other causes.			Physically defective (blind or dumb), male.	Aliens bringing—		Total amount of money shown.	Self.	Relative.	Other than self or relative.	Relative.	Friend.	
	Male.	Female.	Male.	Female.	Total.		$50 or over.	Less than $50.							
African (black)	.....	.....	.....	.....	.....	.....	3,524	3,071	$344,283	5,295	2,433	446	5,987	1,050	1,137
Armenian	.....	.....	.....	.....	.....	.....	704	497	147,683	1,843	878	41	2,437	209	116
Bohemian and Moravian (Czech)	.....	.....	.....	.....	.....	.....	419	449	79,013	174	198	43	308	52	55

Bulgarian, Serbian, and Montenegrin							385	147	97,849	652	322	90	693	207	164
Chinese			3		3		790	1,081	200,091	753	1,080	315	895	157	1,096
Croatian and Slovenian							175	175	37,036	194	223	76	375	44	74
Cuban			1		1		1,179	362	150,344	855	635	20	513	407	590
Dalmatian, Bosnian, and Herzegovinian							40	52	6,953	44	16	3	49	5	9
Dutch and Flemish							4,749	1,249	1,422,118	6,719	5,606	405	9,436	2,036	1,258
East Indian							342	78	90,132	97	29	34	13	49	98
English		1					27,548	9,784	8,618,321	33,822	19,789	4,755	37,631	9,521	11,214
Finnish							787	267	167,538	883	577	50	865	237	408
French			7	3	10		11,302	5,425	2,786,656	16,717	9,084	1,589	18,599	4,260	4,591
German			1		1		3,308	1,229	1,070,097	4,638	2,538	162	4,532	1,619	1,187
Greek		1	1		1		3,099	4,853	613,236	11,945	1,918	135	11,304	2,307	387
Hebrew		1					3,391	1,514	1,476,943	5,953	8,131	208	12,712	803	777
Irish			1		1	1	8,425	6,583	2,108,786	13,127	6,810	847	15,597	2,249	2,938
Italian (north)			1		1		4,818	2,967	739,588	8,340	4,354	224	11,068	1,264	586
Italian (south)	3	1	296	5	301		12,272	25,833	2,372,932	51,301	27,212	6,369	81,131	2,757	994
Japanese			1	3	4		3,520	3,253	748,478	1,596	7,589	94	7,358	818	1,103
Korean							23	15	3,290	27	42	3	48	10	14
Lithuanian							222	39	356,154	227	181	14	288	87	47
Magyar							77	34	50,920	92	147	13	173	29	50
Mexican			4	4	8		5,638	45,008	1,503,494	33,067	17,694	281	13,887	1,249	35,906
Pacific Islander							10	2	1,703	7	3	7	4	1	12
Polish							845	353	233,400	1,250	1,107	162	1,734	316	469
Portuguese			3	1	4		2,654	8,211	449,840	10,350	4,734	90	12,894	2,051	229
Roumanian							269	123	58,935	563	320	15	611	144	143
Russian							1,207	674	399,518	1,478	776	124	1,074	506	798
Ruthenian (Russniak)			1		1		108	49	34,807	169	85	4	112	55	91
Scandinavian (Norwegians, Danes, and Swedes)							7,920	3,510	1,889,619	10,932	5,033	656	10,475	3,619	2,527
Scotch			1		1		10,432	4,521	2,528,772	13,302	6,367	1,511	14,287	3,230	3,663
Slovak							327	508	60,439	1,870	1,703	251	3,395	320	109
Spanish		2		3	3		8,268	8,199	1,529,760	19,687	3,614	293	9,574	10,758	3,262
Spanish American			1	1	2		2,435	278	493,573	2,072	1,520	342	1,268	1,117	1,549
Syrian							1,073	510	289,605	2,082	937	28	2,631	231	185
Turkish							38	68	15,331	106	19	15	96	33	11
Welsh							729	190	188,149	851	483	128	993	248	221
West Indian (except Cuban)							915	275	97,660	1,014	483	49	1,006	292	248
Other peoples			1		1		283	328	89,955	1,008	318	19	928	249	168
Total	3	6	323	20	343	1	134,250	141,799	32,952,401	265,102	144,988	19,911	296,981	54,536	78,484

TABLE VII–A.—*Sex, age, and length of residence in the United States of emigrant aliens departed, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number departed.	Sex.		Age.			Continuous residence in the United States.				
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.
African (black)	1,275	759	516	112	995	168	877	299	60	14	25
Armenian	584	573	11	2	456	126	49	487	40	4	4
Bohemian and Moravian (Czech)	259	175	84	16	169	74	11	206	21	15	6
Bulgarian, Serbian, and Montnegrin	23,844	21,584	2,260	516	16,390	6,938	1,541	20,565	1,526	187	25
Chinese	2,961	2,844	117	13	1,049	1,899	594	716	294	368	989
Croatian and Slovenian	7,481	6,928	553	95	4,831	2,555	112	6,869	418	66	16
Cuban	1,598	1,053	545	255	1,139	204	1,120	334	94	24	26
Dalmatian, Bosnian, and Herzegovinian	1,533	1,401	132	22	1,074	437	35	1,404	75	14	5
Dutch and Flemish	3,016	1,867	1,149	296	2,056	664	1,022	1,480	369	87	58
East Indian	162	153	9	3	107	52	21	106	33		2
English	11,659	5,677	5,982	1,222	7,716	2,721	4,574	4,977	1,287	419	402
Finnish	1,447	1,002	445	38	1,168	241	260	988	138	41	20
French	7,026	3,826	3,200	717	4,610	1,699	4,309	1,687	509	264	257
German	4,178	2,737	1,441	239	3,022	917	598	2,872	470	130	108
Greek	20,319	19,051	1,268	273	15,128	4,918	6,222	11,779	1,729	488	101
Hebrew	358	261	97	33	241	84	147	170	29	6	6
Irish	4,635	1,961	2,674	132	3,665	838	964	2,341	814	248	268
Italian (north)	8,159	6,872	1,287	271	6,271	1,617	605	6,044	1,028	357	125
Italian (south)	80,955	72,046	8,909	2,118	59,945	18,892	9,406	62,982	5,727	1,985	855
Japanese	4,238	3,181	1,057	65	3,331	842	1,525	966	1,114	457	176
Korean	14	12	2		10	4	4	2	2	6	
Lithuanian	719	635	84	20	487	212	35	589	64	19	12
Magyar	14,619	12,502	2,117	357	9,217	5,045	180	12,962	1,163	249	65
Mexican	6,412	3,975	2,437	1,295	4,077	1,040	4,677	1,415	190	84	46
Pacific Islander	3	1	2		3		1	1		1	
Polish	18,392	16,781	1,611	264	12,373	5,755	324	17,252	646	119	51
Portuguese	4,859	3,413	1,446	310	3,838	713	1,933	2,134	632	111	49
Roumanian	21,490	19,221	2,269	332	13,443	7,715	753	19,631	962	120	24
Russian	1,151	939	212	53	793	305	291	725	91	29	15
Ruthenian (Russniak)	693	614	79	21	458	214	16	649	26	2	
Scandinavian (Norwegians, Danes, and Swedes)	8,246	4,531	3,715	362	6,782	1,102	2,173	4,518	982	343	230
Scotch	2,577	1,095	1,482	245	1,747	585	992	1,130	295	77	83
Slovak	11,568	10,191	1,377	264	7,483	3,821	283	10,146	940	144	55
Spanish	5,144	4,328	816	327	4,139	678	3,329	1,453	263	52	47
Spanish American	1,126	768	358	170	856	100	891	186	27	12	10

Syrian	1,653	1,451	201	54	1,126	473	163	1,317	126	35	12					
Turkish	1,340	1,314	26	8	1,100	223	101	1,156	67	13	3					
Welsh	195	112	83	20	127	48	57	95	27	4	10					
West Indian (except Cuban)	626	285	341	74	468	84	331	191	35	19	53					
Other peoples	1,802	1,629	173	91	1,486	225	557	1,076	83	28	56					
Total	283,315	237,748	50,567	10,705	203,374	74,226	51,082	203,900	22,396	6,641	4,297					
Departed from Philippine Islands	1,500	1,203	306	201	1,106	202										

TABLE VII-B.—*Conjugal condition of immigrant aliens*

[Abbreviations: S., single; M., married;

Race or people.	Males.										
	Under 16 years (total).[1]	16 to 44 years.					45 years and over.				
		S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.
African (black)	563	2,785	919	30	....	3,734	19	171	21	....	211
Armenian	256	879	248	10	....	1,137	10	61	2	....	73
Bohemian and Moravian (Czech)	37	74	39	1	....	114	4	15	3	....	22
Bulgarian, Serbian, and Montenegrin	122	256	196	7	....	459	2	47	3	....	52
Chinese	198	780	566	2	1	1,349	3	167	2	....	172
Croatian and Slovenian	83	81	55	2	1	139	1	11	.....	....	12
Cuban	252	617	111	4	2	734	2	24	.....	....	26
Dalmatian, Bosnian, and Herzegovinian	2	34	4	.....	....	38	.....	1	.....	....	1
Dutch and Flemish	1,654	2,727	1,927	35	2	4,691	83	556	66	2	707
East Indian	5	100	29	2	....	131	.....	1	1	....	2
English	5,340	12,191	8,688	237	9	21,125	435	2,543	469	11	3,458
Finnish	165	500	174	14	....	688	20	29	5	....	54
French	2,754	6,457	3,199	152	3	9,811	192	1,220	259	2	1,673
German	831	2,333	766	27	....	3,126	63	325	37	1	426
Greek	549	4,861	4,605	45	1	9,512	72	991	43	....	1,106
Hebrew	2,422	2,375	1,128	20	4	3,527	34	550	62	....	646
Irish	1,319	5,888	1,857	86	7	7,838	257	652	152	1	1,062
Italian (north)	1,447	3,088	1,583	31	....	4,702	61	334	55	....	450
Italian (south)	10,387	16,544	13,929	121	1	30,595	142	2,595	391	2	3,130
Japanese	948	1,343	841	11	2	2,197	5	258	6	....	269
Korean	2	9	12	.....	....	21	.....	2	.....	....	2
Lithuanian	58	129	62	3	....	194	2	16	4	....	22
Magyar	49	33	29	.....	1	63	1	10	1	....	12
Mexican	5,617	14,925	10,803	461	....	26,189	141	1,812	282	1	2,236
Pacific Islander	.....	7	4	.....	....	11	.....	.....	.....	....	.....
Polish	354	580	367	14	....	961	15	101	5	....	121
Portuguese	792	6,136	3,633	50	7	9,826	25	374	36	3	438
Roumanian	98	249	136	2	1	388	4	37	3	....	44
Russian	246	810	481	17	2	1,310	11	81	7	2	101
Ruthenian (Russniak)	27	91	65	2	....	158	.....	6	1	....	7
Scandinavian (Norwegians, Danes, and Swedes)	1,113	6,527	1,284	31	3	7,845	226	499	104	3	832
Scotch	1,806	5,052	2,797	113	2	7,964	222	848	185	2	1,257
Slovak	621	399	230	4	....	633	4	62	5	....	71
Spanish	931	11,478	6,975	146	1	18,600	97	809	56	1	963
Spanish American	433	1,761	262	7	1	2,031	7	84	9	....	100
Syrian	376	1,101	352	8	....	1,461	16	51	11	....	78
Turkish	9	74	27	1	....	102	.....	7	.....	....	7
Welsh	117	366	207	6	....	579	15	59	12	....	86
West Indian (except Cuban)	142	418	116	.....	....	534	4	28	3	....	35
Other peoples	93	590	278	4	....	872	5	45	3	1	54
Total	42,218	114,648	68,984	1,706	51	185,389	2,200	15,482	2,304	32	20,018

[1] None divorced; 4 widowed, as follows: Mexican, 3; French, 1; and 42 married, as follows: English, 10; Italian (south), 7; Mexican, 5; Greek, 4; French and Hebrew, 3 each; Spanish, 2; and Dutch, German, Irish, Italian (north), Japanese, Portuguese, Scandinavian, and Scotch, 1 each.

admitted, fiscal year ended June 30, 1920, by races or peoples.

W., widowed; D., divorced.]

Females.											Single females.			
Under 16 years (total).[1]	16 to 44 years.					45 years and over.					16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.
	S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.				
660	1,879	830	99	2	2,810	37	88	71	....	196	862	761	194	62
225	474	339	114	2	929	.....	71	71	....	142	304	148	16	6
42	114	61	6	1	182	3	9	6	....	18	55	47	11	1
112	96	184	10	....	290	2	14	13	....	29	53	37	5	1
44	46	316	1	....	363	2	19	1	....	22	22	18	5	1
67	50	128	3	....	181	.....	9	2	....	11	27	19	3	1
177	133	127	7	2	269	9	14	28	1	52	66	39	21	7
4	8	5	.....	....	13	.....	4	1	....	5	6	1	1	.....
1,552	1,425	1,937	50	10	3,422	60	430	207	7	704	542	580	239	64
6	8	5	2	....	15	1	.....	.....	....	1	1	2	4	1
5,305	8,654	9,140	779	20	18,593	712	2,145	1,678	10	4,545	2,936	3,250	1,460	1,008
152	194	190	16	....	400	3	34	14	....	51	100	59	24	11
2,733	4,922	3,324	305	33	8,584	246	930	646	13	1,835	2,098	1,920	652	252
705	962	809	36	5	1,812	53	236	145	4	438	360	419	143	40
471	1,139	871	41	....	2,051	10	149	150	....	309	535	528	70	6
2,278	2,229	2,136	122	7	4,494	17	582	324	2	925	1,348	777	94	10
1,324	6,156	1,707	181	5	8,049	272	445	472	3	1,192	2,773	2,422	693	268
1,444	2,504	1,775	121	2	4,402	34	218	220	1	473	978	1,242	237	47
9,818	12,508	14,006	627	3	27,144	106	1,848	1,851	3	3,808	6,631	4,836	898	143
394	318	4,931	16	....	5,265	.....	182	24	....	206	266	39	8	5
1	2	44	.....	....	46	.....	.....	.....	....	.....	1	1	.....	.....
55	22	57	2	....	81	.....	9	3	....	12	12	8	2	.....
52	20	39	2	1	62	2	6	6	....	14	9	7	4	.....
5,263	2,876	6,230	994	1	10,101	96	566	973	1	1,636	1,519	938	303	116
2	2	2	.....	....	4	.....	.....	.....	....	.....	1	1	.....	.....
388	211	395	10	2	618	4	57	16	....	77	116	76	15	4
789	1,735	1,194	96	4	3,029	14	112	174	....	300	1,174	439	92	30
121	83	117	17	....	217	1	15	14	....	30	46	30	5	2
253	106	277	10	1	394	4	52	16	2	74	53	45	7	1
28	11	25	.....	....	36	.....	1	1	....	2	10	1	.....	.....
1,089	3,387	1,261	89	19	4,756	209	412	360	5	986	1,433	1,254	511	189
1,831	3,845	2,689	249	5	6,788	270	598	666	....	1,534	1,244	1,579	722	300
597	703	1,018	41	2	1,764	6	83	49	....	138	377	261	49	16
662	1,032	1,097	60	2	2,191	21	130	96	....	247	504	403	85	40
331	534	314	44	4	896	17	58	68	....	143	225	210	70	29
363	306	316	48	....	670	7	48	44	....	99	216	77	12	1
3	8	8	.....	....	16	1	1	1	....	3	5	3	.....	.....
131	204	212	19	1	436	14	61	38	....	113	71	86	33	14
120	445	148	29	....	622	14	44	34	1	93	176	193	60	16
80	47	151	7	....	205	.....	27	14	....	41	30	14	3	.....
39,672	59,398	58,415	4,253	134	122,200	2,247	9,707	8,497	53	20,504	27,185	22,770	6,751	2,692

[1] None divorced; 4 widowed, as follows: African (black), English, Hebrew, and Irish, 1 each; and 94 married, as follows: English and Mexican, 15 each; Japanese, 13; French, 12; Italian (south), 8; Irish, 7; Hebrew, 4; Scandinavian, 3; African (black), Dutch, German, Italian (north), Scotch, and Spanish, 2 each; and Armenian, Greek, Polish, Spanish American, and West Indian, 1 each.

TABLE VII–C.—*Conjugal condition of emigrant aliens*

[Abbreviations: S., single; M., married;

Race or people.	Males.										
	Under 16 years (total).[1]	16 to 44 years.					45 years and over.				
		S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.
African (black)	36	303	312	1	....	616	18	86	3	....	107
Armenian	1	135	314	1	....	450	1	121	.....	....	122
Bohemian and Moravian (Czech)	8	36	73	.....	....	109	4	52	2	....	58
Bulgarian, Serbian, and Montenegrin	256	2,383	12,346	50	....	14,779	237	6,268	44	....	6,549
Chinese	7	487	476	.....	....	963	244	1,626	4	....	1,874
Croatian and Slovenian	57	635	3,761	18	1	4,415	73	2,362	21	....	2,456
Cuban	148	346	424	4	....	774	11	106	14	....	131
Dalmatian, Bosnian, and Herzegovinian	8	159	809	5	....	973	8	408	4	....	420
Dutch and Flemish	129	520	790	2	....	1,312	94	316	16	....	426
East Indian	2	66	34	.....	....	100	32	19	.....	....	51
English	595	1,580	2,071	37	1	3,689	278	1,040	75	....	1,393
Finnish	16	339	441	4	....	784	28	170	3	1	202
French	363	1,211	1,256	12	....	2,479	228	721	35	....	984
German	118	767	1,163	17	1	1,948	104	543	24	....	671
Greek	172	5,516	8,639	11	....	14,166	287	4,416	10	....	4,713
Hebrew	19	76	94	2	....	172	7	62	1	....	70
Irish	63	866	597	7	....	1,470	152	243	33	....	428
Italian (north)	149	1,892	3,367	50	....	5,309	127	1,256	30	1	1,414
Italian (south)	1,094	14,444	38,919	332	4	53,699	1,530	15,480	243	....	17,253
Japanese	38	1,109	1,286	5	....	2,400	70	671	2	....	743
Korean	.....	7	2	.....	....	9	.....	3	.....	....	3
Lithuanian	7	122	297	3	....	422	15	187	4	....	206
Magyar	177	642	6,999	36	1	7,678	65	4,548	34	....	4,647
Mexican	645	1,360	1,267	65	....	2,692	95	456	87	....	638
Pacific Islander	.....	1	.....	.....	....	1	.....	.....	.....	....	.....
Polish	124	829	10,259	21	....	11,109	90	5,431	27	....	5,548
Portuguese	172	1,240	1,438	33	1	2,712	35	447	47	....	529
Roumanian	174	1,403	10,341	26	....	11,770	193	7,068	16	....	7,277
Russian	28	157	474	1	....	632	17	258	4	....	279
Ruthenian (Russniak)	6	26	370	1	....	397	3	207	1	....	211
Scandinavian (Norwegians, Danes, and Swedes)	167	2,492	1,236	8	2	3,738	227	381	18	....	626
Scotch	123	304	377	6	1	688	85	179	20	....	284
Slovak	127	614	5,805	33	....	6,452	98	3,466	47	1	3,612
Spanish	173	1,910	1,670	14	....	3,594	100	445	16	....	561
Spanish American	87	454	169	2	....	625	10	43	3	....	56
Syrian	24	406	596	7	....	1,009	23	391	4	....	418
Turkish	5	291	788	.....	....	1,079	7	223	.....	....	230
Welsh	13	35	35	2	....	72	7	15	5	....	27
West Indian (except Cuban)	39	129	80	3	....	212	6	27	1	....	34
Other peoples	40	560	814	2	....	1,376	16	197	.....	....	213
Total	5,410	45,852	120,189	821	12	166,874	4,625	59,938	898	3	65,464

[1] None widowed or divorced; 67 married, as follows: Slovak, 9; Italian (south) and Polish, 8 each; Bulgarian and Croatian, 6 each; Magyar, 5; English and Roumanian, 4 each; Italian (north) and Mexican 3 each; Scandinavian, Spanish, West Indian, and other peoples, 2 each; and Greek, Spanish American, and Turkish, 1 each.

departed, fiscal year ended June 30, 1920, by races or peoples.

W., widowed; D., divorced.]

Females.											Single females.			
Under 16 years (total).[1]	16 to 44 years.					45 years and over.					16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.
	S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.				
76	98	273	8	....	379	9	33	19	....	61	26	39	19	14
1	.....	6	.....	....	6	.....	4	.....	....	4	.....	.....	.....	.....
8	16	44	.....	....	60	2	12	2	....	16	2	12	2	.....
260	127	1,464	20	....	1,611	12	356	21	....	389	50	42	20	15
6	18	68	.....	....	86	1	23	1	....	25	3	11	3	1
38	23	389	4	....	416	3	91	5	....	99	5	6	6	6
107	93	269	3	....	365	8	47	18	....	73	46	31	10	6
14	10	89	2	....	101	.....	15	2	....	17	1	5	1	3
167	156	580	8	....	744	36	186	16	....	238	47	50	34	25
1	3	4	.....	....	7	.....	1	.....	....	1	2	1	.....	.....
627	1,564	2,395	65	3	4,027	315	827	186	....	1,328	220	594	500	250
22	133	245	5	1	384	10	23	6	....	39	8	63	46	16
354	969	1,138	23	1	2,131	176	475	64	....	715	189	379	246	155
121	312	743	16	3	1,074	46	173	27	....	246	33	135	104	40
101	99	851	12	....	962	10	182	13	....	205	39	46	10	4
14	15	52	2	....	69	1	12	1	....	14	4	7	4	.....
69	1,518	650	27	....	2,195	193	169	48	....	410	49	758	536	175
122	113	839	10	....	962	15	171	17	....	203	28	51	27	7
1,024	709	5,396	141	....	6,246	59	1,436	144	....	1,639	215	312	132	50
27	64	863	3	1	931	.....	98	1	....	99	18	24	15	7
.....	.....	1	.....	....	1	.....	1	.....	....	1	.....	.....	.....	.....
13	6	59	.....	....	65	1	5	.....	....	6	2	1	2	1
180	122	1,382	35	....	1,539	10	354	34	....	398	32	56	26	8
650	346	921	118	....	1,385	40	158	204	....	402	167	111	44	24
.....	.....	2	.....	....	2	.....	.....	.....	....	.....	.....	.....	.....	.....
140	97	1,158	9	....	1,264	11	183	13	....	207	19	49	22	7
138	345	750	29	....	1,124	11	139	34	....	184	135	176	23	11
158	87	1,559	27	....	1,673	15	391	31	1	438	30	28	21	8
25	43	117	1	....	161	.....	21	5	....	26	5	25	11	2
15	5	56	.....	....	[2]61	.....	3	.....	....	3	1	.....	1	3
195	1,538	1,467	38	1	3,044	183	246	46	1	476	101	726	511	200
122	522	517	19	1	1,059	88	163	49	1	301	69	212	167	74
137	133	884	14	....	1,031	8	176	25	....	209	23	63	34	13
154	121	417	7	....	545	17	81	19	....	117	50	34	22	15
83	112	116	3	....	231	4	32	8	....	44	63	36	5	8
30	18	96	3	....	117	1	43	10	....	54	6	5	5	2
3	2	16	3	....	21	.....	2	.....	....	2	2	.....	.....	.....
7	22	32	1	....	55	4	15	2	....	21	2	11	7	2
35	103	149	4	....	256	7	37	6	....	50	22	39	31	11
51	13	96	1	....	110	1	10	1	....	12	4	4	3	2
5,295	9,675	26,153	661	11	36,500	1,297	6,394	1,078	3	8,772	1,718	4,142	2,650	1,165

[1] None widowed or divorced; 18 married, as follows: Italian (south), 4; Scandinavian, 3; English and Irish, 2 each; and Bulgarian, French, German, Italian (north), Magyar, Roumanian, and Spanish American, 1 each.

TABLE VII–D.—*Sex, age, and length of residence in the United States of naturalized citizens departed, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number departed.	Sex.		Age.			Last continuous residence in the United States.				
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.
African (black)	266	141	125		209	50	121	11	3	6	125
Armenian	12	12			12		1	2	7	2	
Bohemian and Moravian (Czech)	29	23	6	1	17	11	12	3	4	4	6
Bulgarian, Serbian, and Montenegrin	42	35	7	1	25	16	2	20	13	5	2
Croatian and Slovenian	13	13			8	5	1	4	3	2	3
Cuban	12	5	7	2	7	3	11				1
Dalmatian, Bosnian, and Herzegovinian	10	9	1		5	5	2	4		1	3
Dutch and Flemish	166	115	51	10	106	50	32	53	44	16	21
English	1,221	657	564	88	698	435	417	298	156	116	234
Finnish	38	27	11	1	30	7	15	14	5	3	1
French	381	232	149	19	223	139	117	93	37	46	88
German	383	254	129	14	200	169	142	73	27	37	104
Greek	158	139	19	3	131	21	19	54	43	22	20
Hebrew	150	101	49	6	116	28	40	26	42	15	27
Irish	425	277	148	10	262	153	125	98	65	38	99
Italian (north)	141	106	35	3	102	36	16	55	26	28	16
Italian (south)	902	789	113	2	743	157	44	425	231	107	95
Lithuanian	2	1	1		1	1			1		1
Magyar	42	27	15	6	27	9	16	5	6	9	6
Mexican	8	2	6		7	1	6	1	1		
Polish	64	50	14	2	47	15	17	21	12	6	8
Portuguese	50	36	14	1	39	10	4	12	14	9	11
Roumanian	36	28	8		27	9	5	13	8	6	4
Russian	205	142	63	15	153	37	75	38	37	21	34
Ruthenian (Russniak)	2	2			2			1	1		
Scandinavian, Norwegian, Danes, and Swedes	1,029	750	279	19	651	359	334	290	154	110	141
Scotch	384	237	147	19	219	146	134	103	40	42	65
Slovak	57	39	18	2	38	17	6	17	9	9	16
Spanish	34	24	10	2	25	7	15	6	6	1	6
Spanish American	63	26	37	5	46	12	46	7	2	3	5
Syrian	38	34	4		33	5	10	13	4	5	6
Turkish	6	6			5	1	2	3	1		
Welsh	35	23	12	2	19	14	7	15	7		6
West Indian (except Cuban)	1,338	852	486	14	1,139	185	587	46	22	23	660
Other peoples	268	167	101	55	157	56	138	56	24	20	30
Total	8,010	5,381	2,629	309	5,532	2,169	2,519	1,880	1,055	712	1,844

TABLE VII–E.—*Sex, age, and length of residence in the United States of native-born citizens departed, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number departed.	Sex.		Age.			Last continuous residence in the United States.				
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.
African (black)	386	212	174	217	144	25	257	37	22	19	51
Caucasian	54,306	32,470	21,836	26,681	23,664	3,961	26,649	6,510	2,114	3,408	15,625
Chinese	721	643	78	158	493	70	195	237	80	35	174
East Indian	1	.....	1	.....	1	.....	.....	1	.....	.....	.....
Japanese	1,138	593	545	1,121	12	5	853	257	21	2	5
Pacific Islander	2	2	.....	.....	2	.....	2	.....	.....	.....	.....
Total	56,554	33,920	22,634	28,177	24,316	4,061	27,956	7,012	2,237	3,464	15,855

TABLE VIII.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by countries of last permanent residence and races or peoples.*

Country of last permanent residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.	Lithuanian.
Austria	.....	.....	4	5	.....	4	.....	5	.....	.....	4	.....	5	39	.....	155	1	1	.....	.....	.....	.....
Hungary	.....	.....	3	.....	.....	2	.....	.....	1	.....	.....	.....	.....	5	1	31	.....	.....	1	.....	.....	.....
Belgium	1	1	.....	1	.....	.....	1	.....	5,774	.....	33	2	589	21	5	42	5	.....	3	.....	.....	.....
Bulgaria	1	2	.....	37	.....	3	.....	.....	12	.....	.....	.....	8	.....	.....	17	.....	5	.....	.....	.....	.....
Czechoslovakia	.....	.....	225	51	.....	66	.....	1	2	.....	2	3	3	85	1	232	.....	1	2	.....	.....	1
Denmark	1	.....	1	.....	.....	.....	.....	.....	9	.....	4	4	.....	15	1	47	.....	.....	.....	.....	.....	1
Finland	.....	.....	.....	.....	.....	.....	.....	.....	8	.....	.....	640	.....	1	.....	7	.....	.....	.....	.....	.....	.....
France, including Corsica	25	56	5	17	44	3	5	1	195	.....	275	9	6,445	108	187	458	34	139	83	3	2	....
Germany	.....	.....	3	.....	.....	1	.....	.....	18	.....	9	3	78	762	3	67	.....	5	3	.....	.....	.....
Greece	1	82	.....	67	.....	2	.....	25	1	.....	14	.....	7	.....	10,893	568	.....	4	13	.....	.....	.....
Italy, including Sicily and Sardinia	2	13	6	44	.....	101	.....	21	1	.....	55	.....	30	42	1,196	292	11	11,442	81,627	.....	.....	.....
Netherlands	.....	.....	.....	.....	.....	.....	4	.....	4,978	.....	21	6	5	24	.....	61	.....	3	5	.....	.....	1
Norway	1	4	.....	.....	.....	.....	.....	.....	1	.....	1	13	2	3	.....	7	.....	4	8	.....	.....	.....
Poland	.....	2	1	74	.....	2	.....	.....	2	.....	5	4	2	26	.....	3,793	.....	.....	1	.....	.....	1
Portugal, including Cape Verde and Azores Islands	845	.....	.....	.....	1	.....	.....	.....	.....	.....	19	1	1	1	1	6	2	1	4	.....	.....	.....
Roumania	.....	1	1	6	.....	.....	.....	.....	1	.....	.....	.....	1	52	9	1,304	.....	.....	1	.....	.....	.....
Russia	.....	66	1	.....	.....	.....	.....	.....	.....	.....	17	26	6	9	4	460	1	1	.....	.....	1	29
Serbs, Croats, and Slovenes, Kingdom of	.....	.....	13	492	.....	230	.....	4	.....	.....	1	1	.....	106	41	136	.....	6	.....	.....	.....	.....
Spain, including Canary and Balearic Islands	44	.....	.....	.....	2	.....	9	.....	3	.....	36	.....	9	5	3	4	1	4	15	.....	.....	.....
Sweden	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	7	12	.....	2	1	25	.....	5	4	.....	.....	.....
Switzerland	.....	4	1	6	.....	.....	.....	.....	20	.....	33	1	564	2,744	11	55	3	243	34	.....	.....	.....
Turkey in Europe	.....	762	.....	2	.....	.....	.....	.....	5	.....	5	.....	4	.....	565	490	1	2	5	.....	.....	.....
United Kingdom	79	37	12	5	48	1	.....	2	111	18	24,440	19	116	81	214	1,304	10,900	44	131	5	....	20
Other Europe	10	2	.....	1	.....	.....	.....	1	.....	.....	63	.....	3	.....	32	3	4	39	1,303	.....	.....	.....
Total Europe	1,010	1,032	276	808	95	415	19	60	11,144	18	25,044	744	7,878	4,131	13,168	9,564	10,963	11,940	83,243	8	3	53
China	1	1	.....	.....	1,967	.....	.....	.....	5	2	113	.....	14	4	2	101	6	1	.....	6	8	....
Japan	.....	1	.....	.....	4	.....	1	.....	12	1	38	.....	4	4	2	65	6	2	.....	9,205	9	1
India	.....	11	.....	.....	1	.....	.....	.....	1	93	129	1	5	1	.....	11	3	.....	.....	1	....	....
Turkey in Asia	2	1,493	.....	3	.....	1	.....	.....	2	.....	7	.....	10	1	259	829	.....	6	7	.....	....	1

Other Asia	.....	66	.....	.....	10	.....	.....	.....	86	26	20	1	2	10	28	9	1	4	2	1	50	....
Total Asia	3	1,572	.....	3	1,982	1	1	.....	106	122	307	2	35	20	291	1,015	16	13	9	9,213	67	2
Africa	51	30	.....	.....	.....	.....	.....	.....	55	1	178	.....	19	7	52	101	9	23	28	.....	....	1
Australia, Tasmania, and New Zealand	.....	.....	2	2	.....	.....	.....	.....	12	.....	1,457	14	4	41	14	53	125	11	1	.....	....	1
Pacific Islands, not specified	.....	.....	.....	.....	1	.....	.....	.....	8	.....	27	.....	47	2	1	.....	4	1	.....	3	....	....
British North America	415	103	135	245	33	71	.....	2	1,293	6	30,398	743	19,087	2,985	396	3,326	9,614	632	923	42	2	362
Central America	417	.....	.....	.....	2	3	1	.....	4	.....	129	1	22	23	15	16	5	22	16	.....	....	....
Mexico	17	4	1	2	11	1	11	.....	9	2	143	1	126	66	21	46	16	108	43	4	....	....
South America	193	2	.....	3	2	2	15	1	31	3	161	3	85	50	13	148	16	138	185	6	....	3
West Indies	6,059	3	1	1	22	.....	1,462	.....	67	8	475	2	75	13	17	15	15	26	22	3	....	....
Other countries	9	16	.....	.....	.....	.....	1	.....	1	.....	47	.....	12	.....	10	8	1	4	412	.....	....	....
Grand total	8,174	2,762	415	1,064	2,148	493	1,510	63	12,730	160	58,366	1,510	27,390	7,338	13,998	14,292	20,784	12,918	84,882	9,279	72	422
Admitted in Philippine Islands	.....	.....	.....	.....	8,443	.....	.....	.....	12	57	206	.....	20	16	.....	.....	8	.....	10	778	....	....

TABLE VIII.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by countries of last permanent residence and races or peoples*—Continued.

Country of last permanent residence.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
Austria	3	.....	.....	13	.....	3	.....	.....	.....	.....	26	.....	.....	.....	.....	.....	.....	.....	268
Hungary	22	.....	.....	1	.....	4	.....	.....	.....	.....	13	.....	.....	.....	.....	.....	.....	.....	84
Belgium	.....	1	.....	7	1	.....	6	.....	26	4	2	5	5	1	.....	31	1	6	6,574
Bulgaria	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	1	90
Czechoslovakia	39	1	.....	16	.....	5	3	.....	5	1	2,680	.....	.....	.....	.....	.....	.....	1	3,426
Denmark	.....	.....	.....	28	.....	.....	2	.....	3,021	1	1	.....	.....	.....	.....	.....	1	.....	3,137
Finland	1	.....	.....	16	.....	.....	8	.....	74	.....	1	.....	.....	.....	.....	.....	.....	.....	756
France, including Corsica	.....	3	1	105	21	27	75	.....	54	26	27	324	68	52	.....	3	10	64	8,945
Germany	.....	.....	.....	12	.....	.....	8	.....	8	1	16	.....	.....	.....	.....	.....	1	3	1,001
Greece	.....	.....	.....	.....	.....	17	12	.....	1	.....	.....	1	1	13	30	.....	.....	229	11,961
Italy, including Sicily and Sardinia	3	3	.....	4	1	3	4	.....	18	2	93	13	3	14	4	1	3	93	95,145
Netherlands	1	.....	.....	10	.....	3	6	.....	52	.....	1	6	.....	.....	.....	.....	.....	.....	5,187
Norway	.....	1	.....	1	1	.....	1	.....	4,385	.....	.....	3	2	7	.....	.....	.....	.....	4,445
Poland	.....	.....	.....	849	2	5	22	8	4	.....	10	.....	.....	.....	.....	.....	.....	.....	4,813
Portugal, including Cape Verde and Azores Islands	.....	14	.....	6	14,477	2	1	.....	11	.....	.....	66	7	5	.....	.....	.....	1	15,472
Roumania	13	.....	.....	3	.....	487	5	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	2	1,890
Russia	1	.....	.....	31	.....	7	209	.....	8	6	18	.....	.....	21	1	1	.....	11	995
Serbs, Croats, and Slovenes, Kingdom of	12	.....	.....	2	.....	6	4	9	.....	.....	825	.....	.....	.....	.....	.....	.....	.....	1,888
Spain, including Canary and Balearic Islands	.....	4	.....	.....	42	.....	.....	.....	6	2	1	18,522	29	4	.....	.....	33	43	18,821
Sweden	.....	1	.....	1	.....	.....	5	.....	5,790	1	1	4	.....	.....	.....	.....	.....	1	5,862
Switzerland	6	.....	.....	5	3	2	24	1	6	.....	8	3	4	1	1	.....	1	1	3,785
Turkey in Europe	.....	.....	.....	.....	.....	.....	13	.....	.....	.....	.....	2	.....	30	28	.....	.....	19	1,933
United Kingdom	8	11	3	41	10	15	98	.....	181	9,050	6	58	26	6	7	872	14	69	48,062
Other Europe	.....	.....	.....	.....	.....	6	.....	.....	.....	.....	.....	28	.....	10	5	.....	.....	225	1,735
Total Europe	109	39	4	1,151	14,558	594	566	18	13,650	9,094	3,735	19,035	145	164	76	908	64	769	246,295
China	.....	.....	.....	8	6	.....	33	.....	26	13	1	5	3	.....	.....	3	.....	1	2,330
Japan	.....	.....	.....	1	6	1	46	.....	1	8	5	1	2	.....	.....	.....	.....	6	9,432
India	.....	.....	2	.....	.....	.....	2	.....	.....	27	1	.....	.....	.....	.....	.....	4	7	300
Turkey in Asia	1	.....	.....	9	.....	.....	2	.....	.....	.....	1	2	2	2,302	48	.....	.....	45	5,033

Other Asia	.....	.....	.....	1	1	.....	.....	.....	12	4	.....	.....	.....	59	2	2	.....	13	410
Total Asia	1	.....	2	19	13	1	83	.....	39	52	8	8	7	2,361	50	5	4	72	17,505
Africa	.....	.....	.....	.....	1	.....	5	.....	8	20	.....	5	.....	26	2	.....	1	25	648
Australia, Tasmania, and New Zealand	.....	.....	6	6	5	.....	22	.....	81	155	2	13	3	8	.....	21	.....	7	2,066
Pacific Islands, not specified	.....	.....	4	.....	.....	.....	.....	.....	5	15	1	.....	.....	.....	.....	.....	.....	.....	119
British North America	137	20	.....	1,310	18	296	1,624	240	2,682	11,756	64	94	5	174	2	524	17	249	90,025
Central America	1	33	.....	6	1	.....	1	.....	21	9	1	112	1,421	18	.....	.....	47	13	2,360
Mexico	2	50,893	1	7	5	1	40	.....	36	23	2	422	90	178	5	3	7	14	52,361
South America	.....	4	.....	14	436	4	34	.....	37	27	8	320	2,043	79	3	.....	31	12	4,112
West Indies	2	53	.....	6	136	2	3	.....	57	29	3	3,585	220	32	2	1	1,375	16	13,808
Other countries	.....	.....	.....	.....	1	.....	.....	.....	5	.....	.....	.....	.....	7	.....	.....	.....	168	702
Grand total	252	51,042	17	2,519	15,174	898	2,378	258	16,621	21,180	3,824	23,594	3,934	3,047	140	1,462	1,546	1,345	430,001
Admitted in Philippine Islands	.....	.....	.....	.....	17	.....	27	.....	6	20	.....	325	.....	13	.....	.....	.....	51	10,009

TABLE VIII-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by countries of intended future residence and races or peoples.*

Country of intended future residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
Austria	.....	.....	21	32	.....	29	.....	1,311	.....	.....	1	.....	1	87	.....	8	.....	.....	1	.....	....
Hungary	.....	1	.....	16	.....	96	.....	22	2	.....	1	.....	.....	71	1	9	.....	.....	.....	.....	....
Belgium	.....	.....	3	3	.....	.....	.....	.....	1,490	.....	6	10	270	15	.....	4	1	.....	1	.....	....
Bulgaria	.....	.....	.....	3,558	.....	10	.....	.....	2	.....	1	.....	3	12	1	.....	.....	.....	.....	.....	....
Czechoslovakia	.....	.....	180	149	.....	307	.....	25	.....	.....	1	.....	.....	16	.....	6	.....	.....	8	.....	....
Denmark	.....	.....	.....	1	.....	.....	.....	1	4	.....	6	.....	.....	9	.....	.....	1	2	6	.....	....
Finland	.....	.....	.....	36	.....	.....	.....	.....	1	.....	.....	1,354	.....	.....	.....	.....	.....	.....	.....	.....	....
France, including Corsica	.....	1	1	20	.....	.....	2	.....	19	.....	30	.....	4,070	16	6	8	3	7	16	1	....
Germany	.....	.....	1	4	.....	25	.....	1	2	.....	1	.....	4	3,002	.....	3	.....	.....	.....	1	....
Greece	.....	22	.....	50	.....	4	.....	8	.....	.....	11	.....	2	2	20,186	10	.....	1	1	.....	....
Italy, including Sicily and Sardinia	.....	.....	.....	49	.....	22	.....	43	3	.....	15	.....	3	3	3	2	.....	7,986	80,705	.....	....
Netherlands	1	.....	.....	.....	.....	.....	.....	.....	986	.....	9	.....	.....	5	.....	1	.....	.....	.....	.....	....
Norway	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	1	4	.....	3	.....	.....	.....	8	2	.....	....
Poland	.....	.....	1	87	.....	95	.....	7	.....	.....	2	2	.....	5	.....	46	.....	.....	1	.....	....
Portugal, including Cape Verde and Azores Islands	80	.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	.....	.....	.....	.....	.....	1	.....	.....	....
Roumania	.....	.....	4	3	.....	21	.....	4	2	.....	.....	.....	.....	32	2	12	.....	2	5	.....	....
Russia	.....	1	1	.....	.....	4	.....	1	1	.....	6	35	3	2	.....	12	1	.....	.....	.....	....
Serbs, Croats, and Slovenes, Kingdom of	.....	.....	30	19,769	.....	6,853	3	99	.....	.....	2	.....	4	227	4	9	1	.....	5	.....	....
Spain, including Canary and Balearic Islands	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	4	.....	.....	3	3	.....	.....	2	1	.....	....
Sweden	.....	.....	.....	.....	.....	.....	.....	1	.....	1	3	5	.....	3	.....	.....	.....	.....	2	.....	....
Switzerland	.....	1	.....	.....	.....	11	.....	.....	226	.....	19	.....	372	384	.....	.....	.....	43	1	3	....
Turkey in Europe	.....	110	.....	47	.....	1	.....	.....	1	.....	7	.....	10	.....	18	12	.....	.....	1	.....	....
United Kingdom	2	.....	1	1	7	.....	2	.....	6	.....	7,725	1	12	9	7	66	3,768	9	13	50	....
Other Europe	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	....
Total Europe	83	136	243	23,829	7	7,478	11	1,528	2,745	1	7,852	1,411	4,754	3,906	20,231	208	3,775	8,061	80,773	55	....
China	.....	1	.....	.....	2,944	.....	.....	.....	4	.....	59	.....	6	6	3	.....	3	2	.....	8	1
Japan	.....	.....	.....	.....	3	.....	.....	.....	2	1	33	.....	9	5	1	.....	.....	.....	.....	4,154	5
India	.....	.....	.....	.....	.....	.....	.....	.....	1	155	21	.....	.....	1	.....	.....	.....	.....	.....	.....	....

Turkey in Asia	.....	435	.....	2	.....	.....	.....	.....	1	.....	20	.....	19	1	11	48	.....	.....	.....	1	....
Other Asia	.....	3	.....	.....	2	.....	.....	.....	16	5	18	.....	1	5	3	2	2	.....	.....	.....	7
Total Asia	.....	439	.....	2	2,949	.....	.....	.....	24	161	151	.....	35	18	18	50	5	2	.....	4,163	13
Africa	12	8	.....	.....	.....	.....	.....	.....	4	.....	42	.....	4	.....	6	5	.....	2	11	.....	....
Australia, Tasmania, and New Zealand	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	346	.....	7	6	5	1	40	3	2	.....	....
Pacific Islands, not specified	.....	.....	.....	.....	3	.....	.....	.....	12	.....	3	.....	3	1	.....	.....	.....	1	1	.....	....
British North America	36	1	8	9	.....	3	.....	.....	166	.....	2,479	34	2,110	118	19	78	794	10	70	3	....
Central America	24	.....	.....	.....	.....	.....	.....	.....	2	.....	71	.....	16	7	5	1	3	5	8	.....	....
Mexico	1	.....	1	1	.....	.....	4	.....	4	.....	43	1	16	37	4	3	2	7	3	12	....
South America	47	.....	.....	2	.....	.....	5	3	17	.....	99	1	22	63	11	7	6	26	58	4	....
West Indies	1,072	.....	7	1	2	.....	1,578	2	40	.....	563	.....	59	22	20	5	10	42	39	1	1
Other countries	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	10	.....	.....	.....	.....	.....	.....	.....	.....	.....	....
Grand total	1,275	584	259	23,844	2,961	7,481	1,598	1,533	3,016	162	11,659	1,447	7,026	4,178	20,319	358	4,635	8,159	30,955	4,238	14
Departed from Philippine Islands	.....	.....	.....	.....	53	.....	.....	.....	21	43	66	.....	18	36	.....	.....	1	.....	6	785	....

TABLE VIII-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by countries of intended future residence and races of peoples*—Continued.

Country of intended future residence.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
Austria	2	398	.....	....	117	.....	15	47	165	.....	.....	39	.....	.....	.....	.....	.....	.....	.....	2,274
Hungary	2	13,933	.....	....	3	.....	19	2	6	1	.....	46	.....	.....	.....	.....	.....	.....	2	14,233
Belgium	.....	2	.....	....	25	1	5	10	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,846
Bulgaria	.....	.....	.....	....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,587
Czechoslovakia	2	49	.....	....	21	.....	3	37	118	.....	.....	10,218	.....	.....	.....	.....	.....	.....	7	11,147
Denmark	.....	1	.....	....	1	.....	4	3	.....	1,435	.....	1	.....	.....	.....	.....	.....	.....	2	1,477
Finland	.....	1	.....	....	70	.....	.....	.....	.....	10	.....	1	.....	.....	.....	.....	.....	.....	.....	1,473
France, including Corsica	.....	41	.....	....	49	.....	57	19	.....	11	4	5	11	13	52	1	.....	3	1	4,477
Germany	.....	3	2	....	6	.....	.....	3	1	5	.....	1	1	.....	.....	.....	.....	.....	3	3,069
Greece	.....	3	.....	....	.....	.....	2	.....	.....	.....	.....	1	.....	.....	1	7	.....	.....	3	20,314
Italy, including Sicily and Sardinia	.....	7	.....	....	14	4	7	1	.....	2	3	1	2	.....	1	2	.....	3	28	88,909
Netherlands	.....	.....	.....	....	5	.....	.....	4	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	3	1,017
Norway	.....	2	.....	....	.....	.....	.....	1	.....	2,996	.....	.....	.....	.....	.....	.....	.....	.....	1	3,022
Poland	1	2	.....	....	17,769	.....	.....	26	64	9	.....	67	1	.....	.....	.....	.....	.....	5	18,190
Portugal, including Cape Verde and Azores Islands	.....	.....	.....	....	8	4,633	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	2	.....	.....	4,728
Roumania	2	50	.....	....	2	.....	21,343	2	15	.....	.....	1	.....	.....	.....	1	.....	.....	3	21,506
Russia	702	5	.....	....	67	.....	1	768	314	2	1	2	.....	.....	2	.....	.....	.....	2	1,933
Serbs, Croats, and Slovenes, Kingdom of	.....	95	.....	....	171	.....	8	8	9	3	.....	1,163	.....	.....	.....	1	.....	.....	10	28,474
Spain, including Canary and Balearic Islands	.....	6	3	....	.....	1	.....	1	.....	5	.....	.....	3,756	18	2	.....	.....	32	.....	3,841
Sweden	.....	.....	.....	....	1	.....	.....	.....	.....	3,093	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,109
Switzerland	.....	1	.....	....	2	.....	.....	1	.....	33	.....	.....	2	.....	.....	.....	.....	1	3	1,103
Turkey in Europe	.....	.....	.....	....	.....	.....	.....	4	.....	.....	1	.....	1	.....	1,111	473	.....	.....	15	1,812
United Kingdom	.....	3	6	....	15	.....	.....	40	.....	17	1,524	1	1	10	7	1	142	3	14	13,463
Other Europe	.....	.....	.....	....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	1,416	1,429
Total Europe	711	14,602	11	....	18,346	4,639	21,465	977	692	7,625	1,533	11,547	3,777	41	1,190	486	144	42	1,518	256,433
China	.....	.....	.....	....	1	.....	.....	17	.....	26	5	2	2	.....	1	.....	.....	.....	11	3,102
Japan	.....	.....	.....	....	.....	1	.....	12	.....	6	7	.....	.....	.....	1	.....	.....	.....	9	4,249
India	.....	.....	.....	....	.....	.....	.....	.....	.....	2	5	.....	.....	.....	.....	.....	.....	.....	4	189

Turkey in Asia								3			1		2		355	830		1	1	1,731
Other Asia					1			14		4	2				5				80	170
Total Asia					2	1		46		38	20	2	4		362	830		1	105	9,441
Africa							2	5		2	4				5		1	1	17	121
Australia, Tasmania, and New Zealand		1						4		5	55		1				1		11	490
Pacific Islands, not specified				1		1				2	1									29
British North America	8	3			28		16	75	1	496	945	6	6	4	5	3	49		85	7,668
Central America		2	9		1	1				18	4	2	29	369	5	1		10	9	602
Mexico			6,324		3	16		6		12	6		60	18	16				6	6,606
South America		7	16		8	191	2	29		22	2	2	105	583	33	4		17	6	1,398
West Indies		4	52	2	4	10	4	9		26	7	9	1,162	111	36	16		555	31	5,502
Other countries							1												14	25
Grand total	719	14,619	6,412	3	18,392	4,859	21,490	1,151	693	8,246	2,577	11,568	5,144	1,126	1,652	1,340	195	626	1,902	288,315
Departed from Philippine Islands						6		4			2		396		10	4			58	1,509

TABLE VIII-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by countries of intended future residence and races or peoples.*

Country of intended future residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Lithuanian.
Austria				1			4							1				
Belgium				1				28	2		4	1						
Bulgaria				4							5	2						
Czechoslovakia			3	2														
Denmark														1				
Finland										8								
France, including Corsica		1		1					4		38	2		3		3		
Germany												21						
Greece		1											133					
Italy, including Sicily and Sardinia				1					2		1					116	840	
Netherlands								48				5		2				
Norway																1	1	
Poland											2			1				
Portugal, including Cape Verde and Azores Islands											1							
Roumania					1								1					
Russia			4						4			2		5			1	2
Serbs, Croats, and Slovenes, Kingdom of			2	29	4													
Spain, including Canary and Balearic Islands												2						
Sweden								3	1			1						
Switzerland		1			2			7	1		3	16		1	2	2		
Turkey in Europe		3											1					
United Kingdom			1						289			3		11	161			
Total Europe		6	10	39	7		4	86	303	8	54	55	135	25	163	122	842	2
China			1					1	35		6	14		7	6	1		
Japan			2						17		3	15		1	3	1		
India									5		1							
Turkey in Asia		5									2			7	1			
Other Asia								2	5		1					1		
Total Asia		5	3					3	62		13	29		15	10	3		

Africa									3									
Australia, Tasmania, and New Zealand							1		25					3	2	1		
Pacific Islands, not specified			1						2		1				1			
British North America	4	1	12	3	6	1		66	681	28	299	216	21	99	213	7	51	
Central America	3		2			2	2	4	98	2	6	43	1	2	21	1	4	
Mexico			1				1		6			5		3	2	1	1	
South America								2	10		2	21			4	5	2	
West Indies	259					9	2	5	31		6	14	1	3	9	1	2	
Grand total	266	12	29	42	13	12	10	166	1; 221	38	381	383	158	150	425	141	902	2

TABLE VIII-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by countries of intended future residence and races or people*—Continued.

Country of intended future residence.	Magyar.	Mexican.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
Austria	2									2								10
Hungary	7																	7
Belgium								1										37
Bulgaria								1										12
Czechoslovakia	1									36								42
Denmark								39										40
Finland								1										9
France, including Corsica			2		1	2		1	2	3	1					1	4	89
Germany																		21
Greece														2			17	153
Italy, including Sicily and Sardinia																1	11	972
Netherlands										1							1	57
Norway						1		187									4	194
Poland			21							4								28
Portugal, including Cape Verde and Azores Islands			3	48														52
Roumania	2				20													24
Serbs, Croats, and Slovenes, Kingdom of						7		2	2									29
Russia	1									6							1	43
Spain, including Canary and Balearic Islands											22	1				34	2	61
Sweden								92									2	99
Switzerland	1					1		2									1	40
Turkey in Europe						1						1	6	2			2	16
United Kingdom			2			1			87	1				1	16		15	588
Other Europe																	1	1
Total Europe	14		28	48	21	13		326	91	53	23	2	6	5	16	36	61	2,604
China				1	1	13		19	6	1							20	122
Japan			1		1	7		2	3	1	1		1		2		2	63
India						1			1				1				7	16
Turkey in Asia													6	1			1	23
Other Asia									1								5	15
Total Asia			1	1	2	21		21	11	2	1		8	1	2		35	240
Africa					1	2		1					1				1	9

Australia, Tasmania, and New Zealand	......	......	......	......	......	......	......	1	4	......	......	......	......	......	......	......	2	39
Pacific Islands, not specified	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	5
British North America	25	1	34	......	9	143	2	626	248	1	1	1	6	......	17	......	123	2,945
Central America	3	2	1	......	3	15	......	43	25	1	1	40	3	......	......	4	17	349
Mexico	......	5	......	......	......	1	......	......	2	......	......	1	1	......	......	......	10	40
South America	......	......	......	1	......	4	......	1	1	......	1	14	1	......	......	19	4	92
West Indies	......	......	......	......	......	6	......	9	2	......	7	5	12	......	......	1,279	15	1,677
Other countries	......	......	......	......	......	......	......	1	......	......	......	......	......	......	......	......	......	1
Grand total	42	8	64	50	36	205	2	1,029	384	57	34	63	38	6	35	1,338	268	8,010

TABLE VIII–C.—*Native-born citizens departed, fiscal year ended June 30, 1920, by countries of intended future residence and races or peoples.*

Country of intended future residence.	African (black).	Caucasian.	Chinese.	East Indian.	Japanese.	Pacific Islander.	Total.
Austria		75					75
Hungary		582					582
Belgium		145					145
Bulgaria		31					31
Czechoslavakia		514					514
Denmark		130					130
Finland		130					130
France, including Corsica		311					311
Germany		216					216
Greece		816					816
Italy, including Sicily and Sardinia		8,556		1			8,557
Netherlands		154					154
Norway		415					415
Poland		818					818
Portugal, including Cape Verde and Azores Islands		619					619
Roumania		632					632
Russia		203			1		204
Serbs, Croats, and Slovenes, Kingdom of		1,096					1,096
Spain, including Canary and Balearic Islands		300					300
Sweden		251					251
Switzerland		84					84
Turkey in Europe		47					47
United Kingdom		2,040					2,040
Other Europe		5					5
Total Europe		18,170		1	1		18,172
China		2,022	718				2,740
Japan		741			1,136		1,877
India		473					473
Turkey in Asia		90					90
Other Asia		286					286
Total Asia		3,612	718		1,136		5,466
Africa	4	99					103
Australia, Tasmania, and New Zealand		143					143
Pacific Islands, not specified		30				2	32
British North America	109	22,039			1		22,149
Central America	11	5,010	1				5,022
Mexico	12	1,862	1				1,875
South America	4	698					702
West Indies	246	2,640	1				2,887
Other countries		3					3
Grand total	386	54,306	721	1	1,138	2	56,554

TABLE IX.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by States of intended future residence and races or peoples.*[1]

Race or people.	Ala.	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black)	49	.....	5	1	58	.....	73	7	49	1,685	9	.....	.....	62	5	.....	6	2
Armenian	1	.....	.....	.....	191	1	72	.....	6	1	1	.....	.....	76	7	2	.....	.....
Bohemian and Moravian (Czech)	1	.....	.....	1	12	5	4	.....	2	6	.....	.....	.....	110	.....	12	7	2
Bulgarian, Serbian, and Montenegrin	.....	.....	.....	.....	12	2	3	.....	8	7	1	.....	2	63	45	.....	4	.....
Chinese	.....	.....	21	2	952	15	5	.....	38	.....	1	107	2	94	6	26	8	1
Croatian and Slovenian	.....	.....	.....	.....	27	1	2	2	1	.....	.....	.....	2	31	11	1	.....	.....
Cuba	9	.....	.....	.....	19	3	1	.....	22	205	18	1	.....	9	8	.....	1	12
Dalmatian, Bosnian, and Herzegovinian	.....	.....	.....	.....	11	.....	24	1	.....	.....	.....	.....	.....	3	.....	.....	.....	.....
Dutch and Flemish	6	6	2	10	622	68	58	12	72	28	2	2	28	1,331	468	940	49	12
East Indian	.....	.....	.....	.....	32	.....	8	.....	7	.....	.....	.....	.....	15	2	2	.....	.....
English	93	54	191	44	5,982	284	1,043	81	293	593	106	128	278	2,166	332	394	158	74
Finnish	5	3	.....	.....	52	1	13	.....	13	1	5	.....	4	37	3	2	.....	.....
French	26	7	24	7	1,095	56	772	20	157	144	33	3	38	579	129	78	43	36
German	13	1	17	23	573	67	82	10	42	36	8	1	62	460	54	145	84	21
Greek	78	.....	14	27	162	22	403	21	108	79	106	.....	9	360	195	77	18	13
Hebrew	30	.....	2	.....	351	49	148	18	46	16	103	2	.....	927	35	47	4	3
Irish	24	13	33	8	1,279	71	521	38	64	87	17	14	67	969	109	133	28	32
Italian (north)	11	2	44	1	1,787	110	657	30	29	15	1	2	27	899	81	82	41	11
Italian (south)	68	3	12	10	2,152	208	4,947	161	273	117	22	.....	15	4,536	230	138	54	23
Japanese	1	5	22	.....	3,933	98	3	.....	32	1	3	2,138	77	60	6	1	2	1
Korean	.....	.....	.....	.....	8	1	.....	.....	.....	.....	1	45	.....	4	.....	3	1	.....
Lithuanian	.....	.....	.....	.....	7	.....	39	.....	2	1	.....	.....	1	27	.....	2	.....	4
Magyar	.....	.....	.....	.....	5	.....	1	.....	.....	1	1	.....	.....	9	4	.....	.....	.....
Mexican	7	1	4,767	7	5,691	114	11	2	15	13	6	.....	15	133	28	15	172	5
Pacific Islander	.....	.....	1	.....	4	.....	.....	.....	1	.....	.....	1	.....	.....	.....	.....	.....	.....
Polish	.....	.....	2	1	44	1	28	.....	41	2	.....	1	1	225	20	3	1	1
Portuguese	1	.....	.....	.....	1,911	4	669	16	21	46	15	1	1	41	1	5	.....	.....
Roumanian	.....	.....	.....	.....	4	.....	12	.....	9	3	3	.....	.....	34	10	.....	.....	.....
Russian	2	.....	5	3	261	3	16	.....	25	1	.....	10	1	77	5	2	6	.....
Ruthenian (Russniak)	.....	.....	.....	.....	2	.....	2	.....	.....	.....	.....	.....	.....	6	.....	.....	.....	.....
Scandinavian (Norwegians, Danes, and Swedes)	5	43	18	10	767	75	305	10	44	50	29	5	103	1,556	50	674	51	5
Scotch	31	16	31	12	1,344	115	423	36	78	139	41	114	69	809	149	110	56	18
Slovak	.....	.....	1	3	26	6	65	3	11	.....	2	.....	1	426	81	49	37	2
Spanish	16	1	183	.....	1,081	44	2,560	88	71	531	24	.....	515	105	408	8	21	3
Spanish American	14	.....	1	1	786	5	10	.....	98	15	2	1	.....	41	30	4	7	.....
Syrian	14	.....	19	5	61	4	61	.....	9	40	3	.....	.....	73	34	20	6	10
Turkish	1	.....	.....	.....	1	.....	12	.....	.....	1	.....	.....	.....	2	1	1	.....	.....
Welsh	.....	2	3	1	108	13	19	1	3	13	.....	.....	12	68	22	15	7	1
West Indian (except Cuban)	12	1	2	.....	30	.....	8	1	8	262	3	.....	1	14	1	2	.....	.....
Other peoples	1	1	1	1	59	2	107	.....	4	6	3	2	29	27	16	.....	.....	4
Total	519	159	5,421	178	32,502	1,448	13,212	558	1,702	4,145	569	2,578	1,360	16,964	2,586	2,993	872	296

[1] Also 10,009 immigrant aliens were admitted to the Philippine Islands for future permanent residence therein.

TABLE IX.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by States of intended future residence and races or peoples*—Continued.

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black)	134	15	26	1,072	107	3	5	5	2	.....	.....	3	222	.....	4,023	2	.....	42
Armenian	1	1	5	663	262	9	2	3	1	1	.....	7	112	.....	872	1	1	36
Bohemian and Moravian (Czech)	1	.....	3	4	24	18	.....	.....	8	7	.....	.....	7	.....	54	.....	5	43
Bulgarian, Serbian, and Montenegrin	.....	.....	1	7	167	18	.....	20	5	2	.....	.....	15	1	220	.....	1	273
Chinese	6	.....	6	86	25	11	13	18	7	.....	4	1	11	1	268	1	1	38
Croatian and Slovenian	.....	.....	1	.....	41	14	.....	8	27	3	.....	.....	4	3	64	.....	.....	68
Cuban	28	2	16	14	10	2	4	11	.....	.....	.....	1	26	1	937	7	.....	16
Dalmatian, Bosnian, and Herzegovinian	.....	1	.....	.....	1	.....	1	1	.....	.....	.....	.....	2	.....	6	.....	.....	1
Dutch and Flemish	31	17	46	437	2,889	607	16	116	150	96	1	35	641	15	1,646	19	100	212
East Indian	3	.....	1	10	3	.....	.....	.....	.....	.....	.....	.....	2	.....	52	.....	.....	2
English	138	1,491	248	8,042	7,992	788	58	269	435	163	58	528	1,872	58	10,467	80	242	2,271
Finnish	.....	6	3	151	365	180	4	.....	17	1	5	5	16	.....	207	.....	10	60
French	168	3,212	44	5,724	1,598	274	27	80	75	41	33	2,284	496	10	4,434	13	62	368
German	17	10	31	120	481	319	8	66	90	217	3	6	304	6	1,386	4	144	275
Greek	36	60	104	1,604	617	77	38	126	32	14	3	208	463	10	4,281	81	8	1,388
Hebrew	17	17	161	381	742	212	6	99	10	26	4	22	555	.....	8,038	10	10	428
Irish	23	376	85	2,782	2,531	313	17	125	141	41	7	180	990	8	5,536	10	105	509
Italian (north)	17	7	41	795	691	118	10	213	93	51	74	26	727	29	3,067	26	2	425
Italian (south)	146	119	461	6,474	3,826	302	30	530	63	226	119	68	6,355	66	33,817	15	4	4,235
Japanese	2	.....	5	43	9	3	.....	7	61	29	16	.....	2	9	529	1	4	17
Korean	.....	.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	2
Lithuanian	.....	12	3	30	122	5	.....	.....	1	.....	.....	2	4	.....	49	.....	.....	31
Magyar	1	.....	1	2	45	6	.....	.....	1	.....	.....	1	3	.....	59	.....	.....	64
Mexican	324	1	16	32	92	6	.....	189	.....	40	20	3	29	661	741	.....	.....	64
Pacific Islander	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	.....
Polish	1	.....	17	62	616	46	.....	6	5	5	.....	3	102	.....	835	1	21	78
Portuguese	1	13	8	7,943	8	.....	.....	1	.....	.....	7	35	518	2	1,211	.....	.....	21
Roumanian	.....	1	4	12	236	11	.....	10	4	7	.....	4	10	.....	265	.....	1	120
Russian	1	4	6	69	497	41	2	13	23	12	.....	8	19	.....	633	.....	31	43
Ruthenian (Russniak)	.....	1	.....	6	36	15	.....	1	2	.....	.....	.....	9	.....	105	.....	4	6
Scandinavian (Norwegians, Danes, and Swedes)	39	66	54	793	406	1,871	3	37	218	292	28	42	443	1	4,032	4	485	189
Scotch	24	533	100	3,342	2,767	325	12	85	175	64	25	192	964	23	3,249	38	85	932
Slovak	1	5	6	29	136	47	3	32	18	43	.....	2	204	.....	475	.....	6	758
Spanish	181	11	57	257	162	3	6	42	6	2	361	12	1,240	31	10,637	7	1	1,940
Spanish American	336	1	49	67	17	13	5	17	.....	.....	.....	1	33	.....	1,994	2	.....	24
Syrian	34	8	3	246	300	12	36	20	1	9	.....	4	140	13	1,026	38	8	211
Turkish	.....	1	1	7	4	.....	.....	3	.....	.....	.....	1	8	.....	68	.....	.....	10
Welsh	8	17	26	57	126	24	.....	6	18	5	5	1	45	5	280	6	1	121
West Indian (except Cuban)	37	5	8	54	25	1	.....	1	.....	.....	.....	.....	53	.....	861	5	.....	15
Other peoples	7	37	3	176	250	4	2	14	6	.....	15	27	30	.....	203	2	.....	41
Total	1,763	6,050	1,650	41,594	28,227	5,698	308	2,174	1,695	1,397	788	3,712	16,666	953	106,630	373	1,342	15,377

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virgin Isls.	Wash.	W.Va.	Wis.	Wyo.	Total.
African (black)	3	4	186	.....	51	130	21	.....	10	13	.....	2	59	1	14	5	3	.....	8,174
Armenian	.....	7	237	.....	.....	90	.....	1	.....	3	.....	.....	5	.....	21	2	61	.....	2,762
Bohemian and Moravian (Czech)	.....	10	37	.....	.....	.....	1	5	.....	3	.....	.....	.....	.....	3	1	9	.....	415
Bulgarian, Serbian, and Montenegrin	.....	11	97	.....	.....	5	1	3	.....	3	.....	3	5	.....	26	7	16	5	1,064
Chinese	1	26	135	.....	.....	4	2	6	3	6	4	1	78	.....	83	.....	28	1	2,148
Croatian and Slovenian	.....	9	90	.....	.....	.....	.....	.....	.....	12	.....	.....	.....	.....	26	5	37	2	493
Cuban	.....	.....	60	.....	19	.....	4	.....	6	15	.....	.....	19	.....	.....	2	1	1	1,510
Dalmatian, Bosnian, and Herzegovinian	.....	1	.....	.....	.....	.....	.....	.....	.....	3	.....	.....	6	.....	1	.....	.....	.....	63
Dutch and Flemish	17	148	274	.....	8	126	22	246	7	51	119	14	221	.....	360	14	302	11	12,730
East Indian	.....	.....	13	.....	.....	.....	.....	2	.....	.....	.....	.....	1	.....	3	.....	2	.....	160
English	142	709	3,076	6	12	1,015	46	161	85	467	324	633	486	.....	3,135	125	342	108	58,366
Finnish	.....	36	29	.....	.....	2	.....	8	.....	3	.....	4	47	.....	159	2	50	1	1,510
French	17	122	622	.....	22	1,736	14	38	38	123	19	1,651	57	1	508	34	176	22	27,390
German	22	523	292	2	2	10	3	111	12	96	32	15	13	.....	383	12	606	18	7,338
Greek	9	36	1,666	.....	.....	68	48	10	24	66	52	4	179	.....	104	268	115	7	13,998
Hebrew	9	62	649	.....	1	12	17	10	22	45	11	9	43	.....	275	15	91	2	14,292
Irish	17	344	1,494	4	.....	188	3	45	18	131	32	120	77	.....	909	8	102	18	20,784
Italian (north)	20	94	1,023	.....	5	69	2	13	52	64	49	51	50	.....	231	125	112	36	12,918
Italian (south)	18	121	11,237	.....	10	1,280	6	9	48	78	112	85	152	3	363	729	775	31	84,852
Japanese	2	308	30	.....	.....	.....	1	2	.....	32	172	1	29	.....	1,507	2	3	70	9,279
Korean	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	72
Lithuanian	.....	3	31	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	12	30	3	.....	422
Magyar	.....	.....	34	.....	.....	5	.....	.....	.....	1	.....	.....	.....	.....	2	3	3	.....	252
Mexican	88	167	123	.....	.....	3	1	3	8	37,210	162	.....	24	.....	3	2	7	21	51,042
Pacific Islander	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	17
Polish	4	21	152	.....	.....	2	7	.....	2	11	.....	1	4	.....	59	.....	91	1	2,519
Portuguese	.....	5	480	.....	.....	2,127	1	.....	.....	4	.....	1	49	.....	3	4	.....	.....	15,174
Roumanian	1	1	85	.....	.....	6	.....	.....	3	10	.....	.....	5	.....	20	6	.....	1	898
Russian	14	162	74	.....	.....	1	.....	1	1	10	.....	.....	21	.....	253	1	18	3	2,378
Ruthenian (Russniak)	.....	4	42	.....	.....	2	.....	.....	.....	.....	.....	.....	5	.....	8	.....	2	.....	258
Scandinavian (Norwegians, Danes, and Swedes)	1	260	488	.....	1	89	3	362	4	66	155	24	520	9	1,254	2	538	42	16,621
Scotch	65	313	1,267	.....	4	244	7	31	15	94	54	218	129	.....	1,413	41	144	115	21,180
Slovak	4	6	1,061	.....	.....	1	2	3	.....	19	.....	14	24	.....	38	33	141	.....	3,824
Spanish	8	60	1,192	4	336	34	7	3	1	260	70	229	276	.....	35	433	7	24	23,594
Spanish American	4	1	179	.....	32	9	6	2	8	56	.....	.....	44	.....	18	.....	1	.....	3,934
Syrian	17	7	195	.....	6	66	13	7	7	110	8	2	25	.....	18	93	5	.....	3,047
Turkish	1	.....	10	.....	.....	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	4	.....	.....	140
Welsh	8	32	209	.....	.....	8	.....	4	7	9	10	7	12	.....	72	14	29	2	1,462
West Indian (except Cuban)	2	.....	56	.....	47	2	3	.....	1	14	.....	.....	5	1	4	1	.....	.....	1,546
Other peoples	3	26	112	.....	.....	9	7	.....	2	12	2	.....	.....	.....	83	.....	7	2	1,345
Total	497	3,645	27,637	16	556	7,341	248	1,086	384	39,115	1,387	3,089	2,670	15	1,462	2,023	3,827	544	430,001

TABLE IX-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by States of last permanent residence and races or peoples.*[1]

Race or people.	Ala.	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black)	3	.....	.....	.....	2	1	11	.....	1	748	.....	.....	.....	14	.....	.....	.....	1
Armenian	.....	.....	.....	.....	40	.....	7	.....	.....	.....	.....	.....	.....	30	3	.....	.....	.....
Bohemian and Moravian (Czech)	.....	.....	.....	1	6	.....	4	.....	.....	.....	.....	.....	.....	54	3	7	.....	.....
Bulgarian, Serbian, and Montenegrin	6	26	8	1	161	129	124	.....	4	.....	5	.....	7	2,555	378	68	75	16
Chinese	1	.....	12	2	1,546	4	3	.....	22	1	3	345	4	100	1	1	.....	.....
Croatian and Slovenian	1	.....	3	.....	28	7	13	.....	.....	.....	.....	.....	1	948	65	33	33	6
Cuban	3	.....	.....	.....	2	.....	.....	.....	2	1,098	1	.....	.....	13	.....	.....	.....	.....
Dalmatian, Bosnian, and Herzegovinian	.....	.....	.....	.....	19	4	15	.....	.....	.....	.....	.....	5	74	12	.....	1	.....
Dutch and Flemish	3	.....	.....	.....	157	21	19	.....	11	8	3	1	1	308	42	84	9	1
East Indian	.....	.....	.....	.....	133	.....	1	.....	.....	4	.....	.....	.....	.....	.....	1	.....	.....
English	17	21	44	3	752	60	224	15	88	82	19	38	32	440	102	74	32	27
Finnish	.....	2	2	.....	28	7	6	.....	1	.....	1	.....	3	23	1	6	.....	1
French	5	2	6	2	210	10	130	3	18	4	2	1	6	103	12	5	.....	1
German	3	2	9	11	185	11	31	3	11	2	2	1	2	293	21	29	12	4
Greek	75	5	2	9	485	82	313	23	98	152	124	.....	51	1,838	523	155	21	17
Hebrew	4	.....	.....	.....	5	.....	2	.....	.....	1	1	.....	.....	22	5	.....	.....	.....
Irish	3	2	1	1	113	13	111	15	10	9	3	3	5	195	25	13	17	.....
Italian (north)	1	.....	20	5	1,051	106	357	20	7	8	5	.....	13	667	52	57	28	6
Italian (south)	58	8	14	10	2,555	323	3,347	240	171	42	24	.....	24	4,632	327	187	107	31
Japanese	.....	2	16	.....	2,743	52	6	.....	14	.....	.....	229	37	37	.....	.....	1	.....
Korean	.....	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	7	.....	.....	.....	.....	.....	.....
Lithuanian	.....	.....	.....	.....	.....	.....	79	.....	.....	.....	.....	.....	.....	108	4	21	.....	.....
Magyar	1	.....	1	.....	8	5	620	2	.....	2	1	.....	1	635	214	3	2	18
Mexican	.....	1	1,189	2	1,681	281	.....	.....	4	16	.....	.....	25	68	3	16	328	1
Pacific Islander	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Polish	1	2	.....	.....	24	1	685	81	3	.....	3	.....	.....	1,634	136	18	12	1
Portuguese	.....	.....	.....	.....	728	.....	119	1	3	3	3	.....	1	2	.....	1	.....	.....
Roumanian	1	1	.....	4	20	6	131	.....	32	1	2	.....	2	1,244	698	58	3	5
Russian	.....	3	.....	.....	43	2	11	2	11	.....	.....	14	.....	38	1	1	.....	.....
Ruthenian (Russniak)	.....	.....	.....	.....	3	.....	11	5	.....	.....	.....	.....	.....	59	2	.....	1	.....
Scandinavian (Norwegians, Danes, and Swedes)	6	21	4	4	243	79	165	7	25	9	3	.....	23	693	17	229	17	1
Scotch	8	14	11	7	93	12	68	7	19	17	4	20	6	134	38	29	4	1
Slovak	7	.....	2	3	11	20	235	4	2	.....	.....	.....	1	804	201	21	16	1
Spanish	4	.....	67	.....	396	12	40	9	18	827	1	.....	31	19	5	.....	1	1
Spanish American	2	.....	.....	.....	97	.....	3	1	20	28	1	.....	.....	14	3	.....	.....	1
Syrian	1	.....	3	.....	2	3	38	.....	2	4	3	.....	.....	28	33	9	.....	3
Turkish	.....	.....	.....	.....	9	1	4	.....	1	1	.....	.....	.....	69	4	.....	.....	1
Welsh	1	2	.....	.....	1	8	1	.....	1	.....	.....	.....	.....	17	3	1	.....	.....
West Indian (except Cuban)	1	.....	.....	.....	1	.....	3	.....	1	50	.....	.....	1	6	.....	.....	.....	.....
Other peoples	1	4	1	.....	28	1	83	.....	6	12	1	.....	6	33	2	2	.....	2
Total	217	118	1,415	65	13,614	1,261	7,020	438	606	3,129	215	659	288	17,951	2,936	1,129	720	147

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black)	6	9	1	66	8	.....	.....	.....	.....	.....	.....	1	28	.....	277	.....	.....	4
Armenian	.....	1	.....	72	69	1	.....	1	.....	.....	.....	2	8	.....	189	.....	.....	18
Bohemian and Moravian (Czech)	.....	.....	7	1	8	1	.....	.....	.....	7	.....	.....	9	.....	76	.....	.....	26
Bulgarian, Serbian, and Montenegrin	18	1	100	72	1,850	619	5	238	67	64	9	3	341	46	4,862	2	3	5,692
Chinese	2	4	12	119	13	12	8	10	11	2	1	2	11	2	297	.....	.....	15
Croatian and Slovenian	1	.....	24	19	280	110	.....	28	19	7	2	.....	67	2	1,233	.....	2	1,586
Cuban	27	.....	3	12	.....	.....	2	1	.....	.....	.....	2	5	.....	377	.....	.....	1
Dalmatian, Bosnian, and Herzegovinian	1	.....	4	7	40	9	.....	30	.....	.....	.....	.....	143	.....	434	.....	.....	182
Dutch and Flemish	1	6	7	98	511	54	1	29	22	5	3	14	163	1	1,043	3	8	46
East Indian	.....	.....	.....	3	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	14	.....	.....	1
English	46	195	107	1,238	892	134	8	34	108	21	7	71	476	9	4,168	10	45	395
Finnish	1	10	1	151	210	174	.....	.....	22	.....	9	9	43	3	457	1	7	51
French	69	247	8	767	210	54	2	18	16	5	4	416	76	2	3,970	2	9	42
German	8	3	44	82	218	61	3	72	14	15	1	2	299	1	1,834	1	10	177
Greek	13	68	58	1,875	584	113	15	294	36	74	18	393	267	20	7,143	47	27	2,004
Hebrew	2	2	.....	11	10	3	.....	1	2	.....	.....	.....	5	.....	248	.....	1	7
Irish	5	87	15	671	161	43	1	25	54	6	3	33	199	1	1,740	1	11	64
Italian (north)	7	9	28	405	284	80	10	79	29	15	30	10	227	12	1,978	2	.....	379
Italian (south)	118	143	327	5,457	1,859	464	31	382	123	208	75	97	3,584	88	32,026	7	9	4,327
Japanese	.....	.....	3	24	3	.....	.....	2	9	7	18	.....	23	2	333	.....	.....	6
Korean	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	.....	.....	1	.....	.....	.....
Lithuanian	.....	13	15	98	18	1	.....	.....	.....	.....	.....	8	38	.....	204	.....	.....	18
Magyar	.....	2	50	25	685	39	.....	39	2	3	2	3	2,695	1	2,441	2	1	3,377
Mexican	42	1	2	4	15	.....	.....	61	3	50	16	.....	6	333	263	.....	1	9
Pacific Islander	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....
Polish	.....	9	99	670	1,457	79	3	33	5	39	1	56	2,736	2	6,047	1	5	937
Portuguese	4	6	2	2,383	5	1	.....	1	.....	2	6	10	93	.....	414	.....	.....	5
Roumanian	.....	5	109	115	2,354	210	.....	88	26	22	.....	4	900	.....	4,216	1	5	8,067
Russian	.....	5	16	33	46	6	.....	8	8	1	.....	11	83	.....	440	.....	10	63
Ruthenian (Russniak)	.....	2	1	13	16	3	.....	2	.....	.....	.....	.....	69	.....	236	.....	.....	29
Scandinavian (Norwegians, Danes, and Swedes)	13	30	17	334	163	908	.....	19	133	84	7	18	234	.....	2,893	2	253	127
Scotch	6	81	5	391	226	53	4	6	37	5	3	18	147	1	613	7	7	88
Slovak	4	21	46	25	401	137	1	104	6	35	2	3	1,048	3	2,387	.....	1	1,517
Spanish	68	4	1	41	14	4	1	14	2	1	17	4	67	7	2,980	.....	.....	15
Spanish American	108	.....	8	19	7	1	1	5	.....	.....	.....	.....	28	.....	680	.....	.....	6
Syrian	4	3	3	126	78	2	2	11	.....	4	.....	4	34	.....	972	1	.....	81
Turkish	.....	.....	1	445	171	.....	.....	6	.....	.....	.....	5	7	.....	425	.....	.....	77
Welsh	.....	.....	1	8	16	10	.....	.....	2	.....	.....	.....	5	.....	42	.....	.....	14
West Indian (except Cuban)	5	2	4	42	.....	.....	.....	.....	.....	.....	.....	.....	24	.....	362	.....	.....	2
Other peoples	7	33	3	568	48	12	.....	21	13	1	1	17	22	.....	447	.....	2	88
Total	586	1,002	1,132	16,490	12,931	3,398	98	1,663	769	683	236	1,216	14,210	536	88,713	90	417	29,543

[1] Also 1,509 emigrant aliens whose last permanent residence was Philippine Islands departed therefrom.

TABLE IX-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by States of last permanent residence and races or peoples*—Continued.

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S.Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg.Is	Wash.	W.Va.	Wis.	Wyo.	Total.
African (black)	1	.....	10	.....	29	46	1	.....	1	1	.....	.....	5	.....	.....	.....	.....	.....	1,275
Armenian	.....	.....	40	.....	.....	45	.....	.....	.....	.....	.....	.....	2	.....	1	2	53	.....	584
Bohemian and Moravian (Czech)	.....	.....	14	.....	1	.....	.....	2	.....	16	.....	.....	.....	.....	2	.....	14	.....	259
Bulgarian, Serbian, and Montenegrin	3	64	4,964	.....	.....	4	.....	9	.....	33	14	5	31	.....	159	353	638	12	23,844
Chinese	1	89	83	.....	.....	4	.....	2	1	4	7	1	8	.....	188	.....	6	1	2,961
Croatian and Slovenian	.....	2	2,603	.....	.....	1	.....	.....	.....	5	1	.....	4	.....	24	75	248	.....	7,481
Cuban	.....	.....	25	.....	15	.....	3	.....	1	2	.....	.....	.....	.....	2	.....	1	.....	1,598
Dalmatian, Bosnian, and Herzegovinian	.....	4	481	.....	.....	.....	.....	1	.....	.....	.....	.....	1	.....	15	19	28	4	1,533
Dutch and Flemish	4	9	121	.....	2	40	8	16	.....	12	2	.....	16	.....	38	4	54	7	3,016
East Indian	.....	.....	.....	.....	.....	.....	.....	.....	2	1	.....	.....	.....	.....	1	.....	.....	.....	102
English	11	61	789	3	12	138	8	23	16	75	35	61	39	.....	206	57	78	11	11,659
Finnish	.....	39	48	.....	.....	.....	.....	1	1	.....	12	3	2	.....	74	2	30	5	1,447
French	.....	4	181	.....	19	148	.....	1	1	28	6	125	1	.....	23	10	41	1	7,026
German	7	10	417	1	4	2	.....	11	2	43	7	9	7	1	33	2	143	2	4,178
Greek	14	113	1,768	.....	.....	109	43	15	18	64	195	4	149	.....	257	235	263	50	20,319
Hebrew	.....	.....	19	.....	.....	1	.....	1	.....	1	.....	.....	.....	.....	3	.....	1	.....	358
Irish	.....	11	797	.....	.....	43	.....	4	1	10	6	19	9	.....	42	6	17	11	4,635
Italian (north)	14	48	1,610	.....	1	36	.....	1	11	58	12	51	13	.....	126	99	67	25	8,159
Italian (south)	55	149	15,543	.....	10	872	3	11	29	115	141	122	75	.....	454	1,118	761	72	80,955
Japanese	2	50	9	.....	.....	.....	.....	.....	.....	23	138	.....	.....	.....	412	1	1	35	4,238
Korean	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Lithuanian	.....	.....	73	.....	.....	2	.....	.....	.....	.....	.....	1	.....	.....	5	3	10	.....	719
Magyar	1	2	2,989	.....	.....	2	1	2	4	1	2	15	34	.....	5	243	427	11	14,619
Mexican	74	13	25	.....	3	.....	.....	.....	2	1,810	27	.....	5	.....	5	1	.....	26	6,412
Pacific Islander	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
Polish	2	3	3,319	.....	.....	66	.....	.....	.....	4	2	9	4	.....	35	69	98	1	18,392
Portuguese	1	.....	46	.....	.....	1,008	.....	.....	.....	1	.....	.....	.....	.....	2	6	1	1	4,859
Roumanian	1	4	2,781	.....	.....	6	.....	.....	.....	18	1	1	15	.....	13	205	113	2	21,490
Russian	.....	6	209	.....	.....	17	.....	3	.....	2	.....	.....	.....	.....	52	2	2	2	1,151
Ruthenian (Russniak)	.....	.....	233	.....	.....	5	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	2	.....	608
Scandinavian (Norwegians, Danes, and Swedes)	1	102	205	.....	5	96	1	138	1	27	19	11	4	1	596	8	230	20	8,246
Scotch	2	22	161	2	2	22	11	4	4	13	4	18	20	.....	56	8	24	14	2,577
Slovak	1	15	4,093	.....	.....	3	.....	2	.....	28	1	9	18	.....	8	94	220	7	11,568
Spanish	.....	1	67	.....	330	4	.....	.....	.....	45	3	17	7	.....	3	46	.....	.....	5,144
Spanish American	.....	2	46	.....	29	2	1	.....	2	9	.....	1	.....	.....	.....	.....	1	.....	1,126
Syrian	.....	2	101	.....	34	18	1	3	5	13	.....	1	.....	.....	7	12	1	.....	1,652
Turkish	.....	.....	23	.....	.....	63	.....	.....	.....	1	3	.....	3	.....	3	3	14	.....	1,340
Welsh	.....	.....	41	.....	.....	2	.....	1	.....	.....	3	.....	.....	.....	6	2	4	3	195
West Indian (except Cuban)	.....	.....	13	.....	107	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	626
Other peoples	2	5	209	.....	1	21	1	1	.....	6	25	1	3	.....	26	1	33	2	1,802
Total	197	830	44,156	6	605	2,826	82	252	102	2,469	666	484	475	3	2,884	2,667	3,625	325	288,315

TABLE IX-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by States of last permanent residence and races or peoples.*

Race or people.	Ala.	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black)									1	2				1				
Bohemian and Moravian (Czech)					1									3		2		
Bulgarian, Serbian, and Montenegrin	1	1		3	1	1								1				
Croatian and Slovenian					1									1				
Cuban														1				
Dutch and Flemish	1				6	1	1		1					15	7	6		
English	2	5	5	2	79	13	17		8	7			10	56	7	9	8	2
Finnish					1		1							1				
French					19	1	14		1					8		3		2
German			3		40		2		1	4	1		3	15	1	6		2
Greek	4				6		4		2	1	2			24	1			
Hebrew					8				2		1			5	1			
Irish		3	2		16	2	14	1	1					15	1	3	2	
Italian (north)			1		19	3	6		1					15	3	4		
Italian (south)			1	1	10	4	29	4	1				1	71	5			
Magyar						1	1							1				
Mexican					2													
Polish					2	2								5	1	1		
Portuguese					5		2				1							
Roumanian					2		2							4	1			
Russian					9	2			3				3	6			3	
Scandinavian (Norwegians, Danes, and Swedes)		4	2		26	7	7		1		1		3	58	5	26	3	
Scotch		3	1		24	2	7		1	1		2	1	17	9	10	1	1
Slovak					1		2							3	2	1		
Spanish					7		1											
Spanish American					6				2						1			
Syrian			1			1										1		
Turkish							1		1									
Welsh					3				4					2	5	2		
West Indian (except Cuban)							1			1				2				
Other peoples		1	4		12	3	2	1	2	1	1		7	3				2
Total	8	17	20	6	306	43	114	6	33	17	7	2	33	338	50	74	17	9

TABLE IX-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by States of last permanent residence and races or peoples*—Continued.

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black)	1					1				1					2			
Armenian				2											9			
Bohemian and Moravian (Czech)	1		1		3					1					8			4
Bulgarian, Serbian, and Montenegrin					2	2		1	3					1	6			5
Croatian and Slovenian					1	2			1				1		3			
Cuban	3			1											4			
Dalmatian, Bosnian, and Herzegovinian				1				3							6			
Dutch and Flemish	2	1		3	33	5		1	7				11		30	1	9	11
English	1	26	4	93	110	40	2	3	69	3		12	40		275		29	48
Finnish		3		1	9	5			7				3					
French	9	19	1	67	46	25		6	17	1		29	7		42		11	3
German	4	1	7	11	25	33	5	1	33	6			14		82		17	8
Greek	1		1	12	7	1	1	3	1	1		1	5		40			8
Hebrew	1	1		8	12	6				3			4		68		3	6
Irish		6	1	32	41	18		1	16	3	2	2	21	3	112		15	5
Italian (north)				3	8	1		1	2	1	1		6		33			1
Italian (south)	2	1	10	43	12	16	1	3		2	2	2	49	1	384		1	17
Lithuanian															2			
Magyar					1	3			10				1		11			2
Mexican	1			1											2			
Polish	1				11	2	1		1				5		15		1	3
Portuguese				25											5			
Roumanian					1	2							2		14			5
Russian				14	14	4		1	25	1		1	8		62		27	2
Ruthenian (Russniak)									1						1			
Scandinavian (Norwegians, Danes, and Swedes)	1	6	3	38	32	236	2	1	116	10	1	1	10		119		131	5
Scotch	2	7		30	47	15		1	45	2			20		49		10	6
Slovak					1	2									20			7
Spanish													1		14			
Spanish American	12			1				1			1		2		29			
Syrian	1			2											23		1	1
Turkish				1											2			
Welsh					2			1	1						2			2
West Indian (except Cuban)			1	4									4	1	20			
Other peoples	4	1		5	4	6		1	73				8	1	48		2	7
Total	47	72	29	398	422	425	12	29	428	35	7	48	222	7	1,551	1	257	156

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Vir. Is.	Wash.	W. Va.	Wis.	Wyo.	Grand total.
African (black)			1		254									2					266
Armenian			1																12
Bohemian and Moravian (Czech)	1							1		1					1		1		29
Bulgarian, Serbian, and Montenegrin			9					1			3						1		42
Croatian and Slovenian															2		1		13
Cuban					3														12
Dalmatian, Bosnian, and Herzegovinian																			10
Dutch and Flemish		2	5			1		2							3		1		166
English	3	10	108		3	11	3	3	2	9	3	25	5		35	2	9	5	1,221
Finnish		1						1			1				3			1	38
French			4			23		1		2		8	1		2	3	6		381
German	2	2	13			1		6	1	2	1		1		11		15	3	383
Greek	1	1	7		1	3						1			5	1	3		158
Hebrew		2	11			1				1			1		3		2		150
Irish	1	2	45		1	5	1	1	2	1	1	1			16	2	8		425
Italian (north)		2	26		1										1		1	1	141
Italian (south)		1	177			16			1	7		7			6	3	11		902
Lithuanian																			2
Magyar			7							2							2		42
Mexican					1					1									3
Polish			6					2							3		2		64
Portuguese						8												4	50
Roumanian			2														1		36
Russian			8					3					1		6		2		205
Ruthenian (Russniak)																			2
Scandinavian (Norwegians, Danes, and Swedes)		6	19			4		34		1	7		6	1	57		29	5	1,029
Scotch	2	3	23			2		2		2	3	8			19	1	3	2	384
Slovak			13					2		1	1	1							57
Spanish			2		7					1		1							34
Spanish American			1		2					2	1	1		1					63
Syrian	1		4														2		38
Turkish			1																6
Welsh		1	6												3			1	35
West Indian (except Cuban)			1		1,302									1					1,338
Other peoples	2	5	18	2	9	2		1		4	1				22		1	2	268
Total	13	38	518	2	1,584	77	4	60	6	37	22	53	15	5	198	12	101	24	8,010

TABLE IX–C.—*Native-born citizens departed, fiscal year ended June 30, 1920, by States of last permanent residence and races or peoples.*

Race or people.	Ala.	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black)	.....	1	2	4	9	.....	3	.....	7	75	3	.....	2	17	3	.....	.....	.....
Caucasian	81	33	512	98	2,557	444	853	111	373	449	141	18	507	2,863	727	959	481	217
Chinese	.....	.....	5	.....	597	.....	1	.....	4	2	.....	11	1	9	.....	.....	.....	.....
East Indian	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Japanese	1	.....	4	.....	889	15	.....	.....	.....	.....	.....	22	16	2	.....	.....	.....	.....
Pacific Islander	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total	82	34	523	102	4,053	459	857	111	384	526	144	51	526	2,891	730	959	481	217

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black)	4	2	.....	8	23	29	.....	2	8	1	.....	.....	2	.....	33	.....	.....	5
Caucasian	844	590	348	3,024	3,338	2,519	149	632	2,128	394	59	356	2,053	128	10,900	188	1,178	2,260
Chinese	.....	1	2	5	7	6	.....	.....	.....	2	.....	.....	.....	.....	34	.....	.....	5
East Indian	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....
Japanese	.....	.....	.....	.....	2	.....	.....	.....	.....	4	2	.....	3	2	11	1	.....	.....
Pacific Islander	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total	848	593	350	3,037	3,370	2,554	149	634	2,136	401	61	356	2,058	130	10,979	189	1,178	2,270

Race or people.	Okla.	Oreg.	Pa.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Vir. Is.	Wash.	W. Va.	Wis.	Wyo.	Total.
African (black)	2	.....	2	135	.....	.....	.....	.....	1	.....	.....	1	.....	1	1	.....	.....	386
Caucasian	273	380	4,457	1,008	459	84	346	153	1,003	226	287	355	1	1,302	207	974	279	54,306
Chinese	.....	1	10	1	.....	.....	1	1	3	1	.....	.....	.....	10	.....	1	.....	721
East Indian	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Japanese	.....	22	4	.....	.....	.....	.....	.....	8	27	.....	1	.....	90	.....	.....	12	1,138
Pacific Islander	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	2
Total	275	403	4,473	1,144	459	84	347	154	1,015	254	287	357	1	1,404	208	975	291	56,554

TABLE X.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by occupations and races or peoples.*

Occupation.	African (black).	Armenian.	Bohemian and Moravian.	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
PROFESSIONAL.																					
Actors	1	5	1	.....	.....	.....	.....	.....	14	.....	230	2	57	9	3	31	15	45	33	9	....
Architects	.....	1	.....	1	.....	.....	1	.....	11	.....	90	.....	23	12	1	6	6	2	5	6	....
Clergy	16	9	1	5	4	1	3	.....	43	3	206	1	208	37	3	18	160	35	93	36	3
Editors	1	1	.....	.....	2	1	.....	.....	7	1	29	.....	2	.....	2	5	13	2	16	2	....
Electricians	16	6	2	4	.....	1	7	.....	38	.....	352	3	82	38	9	30	98	24	91	2	....
Engineers (professional)	15	4	.....	6	1	.....	5	1	47	6	528	6	137	49	16	15	69	23	46	16	....
Lawyers	1	.....	.....	.....	.....	.....	5	.....	4	1	31	.....	6	5	6	6	6	3	13	5	....
Literary and scientific persons	13	9	3	1	.....	.....	5	.....	15	1	88	.....	23	19	13	25	19	9	16	9	....
Musicians	10	2	2	.....	.....	.....	2	.....	20	1	145	2	58	11	3	31	12	27	106	5	....
Officials (Government)	4	3	3	3	34	.....	38	.....	56	.....	86	5	94	9	5	1	7	21	61	64	....
Physicians	4	6	2	1	10	.....	3	.....	10	3	97	.....	24	8	5	14	35	5	38	27	1
Sculptors and artists	3	1	.....	.....	.....	1	1	.....	15	.....	53	1	22	7	1	3	9	12	23	1	....
Teachers	80	40	2	4	32	2	6	.....	44	6	492	1	467	80	23	72	166	18	52	33	2
Other professional	48	9	5	1	10	.....	3	.....	47	1	226	6	146	63	6	29	296	19	23	53	1
Total	212	96	26	31	93	6	89	1	371	23	3,353	27	1,354	347	106	291	906	245	616	273	7
SKILLED.																					
Bakers	25	12	1	1	.....	2	1	.....	32	.....	176	3	93	50	65	46	63	64	176	.....	....
Barbers and hairdressers	8	11	1	5	.....	3	8	.....	18	.....	105	.....	77	18	53	61	26	19	359	15	....
Blacksmiths	44	7	1	3	.....	1	1	.....	27	.....	140	3	71	12	15	4	57	34	220	3	....
Bookbinders	3	1	.....	.....	.....	.....	.....	.....	2	.....	16	.....	1	2	.....	7	2	.....	1	.....	....
Brewers	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....	....
Butchers	5	3	2	2	.....	2	.....	.....	59	.....	143	1	60	38	12	57	27	21	64	1	....
Cabinetmakers	4	1	1	.....	.....	.....	.....	.....	4	.....	38	2	9	13	.....	11	7	7	21	.....	....
Carpenters and joiners	265	18	.....	5	.....	2	7	.....	172	.....	781	57	523	76	33	51	252	100	970	9	....
Cigarette makers	1	.....	.....	.....	1	.....	.....	.....	2	.....	2	.....	.....	.....	.....	2	.....	1	.....	.....	....
Cigar makers	16	.....	1	.....	.....	.....	38	.....	25	.....	11	1	15	1	2	16	2	1	5	.....	....
Cigar packers	1	.....	.....	.....	.....	.....	2	.....	5	.....	6	.....	1	1	1	3	3	.....	2	.....	....
Clerks and accountants	304	42	12	12	12	1	106	1	204	2	3,646	16	845	262	173	598	1,213	129	336	56	....
Dressmakers	382	8	2	3	.....	1	1	1	100	.....	300	5	301	46	28	234	155	186	1,262	1	....
Engineers (locomotive, marine, and stationary)	19	5	2	8	3	3	2	.....	44	2	700	6	133	38	27	16	124	17	126	22	....
Furriers and fur workers	.....	.....	1	1	.....	.....	.....	.....	.....	.....	15	.....	10	3	23	54	3	4	2	.....	....
Gardeners	7	1	.....	2	.....	.....	.....	.....	103	.....	168	.....	22	15	12	2	36	6	47	10	....
Hat and cap makers	.....	.....	.....	.....	.....	.....	.....	.....	6	.....	7	.....	3	.....	2	28	1	4	2	2	....
Iron and steel workers	13	38	2	2	.....	1	1	.....	34	.....	435	24	119	14	8	4	173	20	64	.....	....

TABLE X.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	African (black).	Armenian.	Bohemian and Moravian.	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
SKILLED—continued.																					
Jewelers	7	1	.....	.....	.....	.....	.....	.....	5	1	44	.....	33	4	2	18	5	4	12	1	....
Locksmiths	.....	.....	.....	1	.....	.....	.....	.....	4	.....	1	.....	3	21	.....	10	.....	1	3	.....	....
Machinists	40	10	4	7	.....	2	3	.....	58	.....	1,109	6	309	69	16	77	307	27	235	.....	....
Mariners	457	3	2	2	171	19	11	10	331	10	822	123	136	45	242	18	162	64	1,254	88	....
Masons	55	5	.....	3	.....	1	1	.....	58	.....	201	2	37	10	43	5	47	228	1,014	.....	....
Mechanics (not specified)	83	24	1	4	.....	5	27	.....	60	.....	601	2	139	57	27	32	161	116	553	2	....
Metal workers (other than iron, steel, and tin)	4	2	.....	2	.....	.....	1	.....	22	.....	127	5	16	.....	4	13	32	9	32	.....	....
Millers	.....	.....	.....	.....	.....	.....	.....	.....	16	.....	32	.....	4	1	1	4	6	4	24	.....	....
Milliners	7	1	1	.....	.....	.....	.....	.....	6	.....	82	2	65	8	4	53	32	8	16	.....	....
Miners	15	.....	4	24	.....	15	.....	.....	27	.....	934	65	135	27	6	6	132	234	211	3	....
Painters and glaziers	36	1	2	1	.....	.....	.....	.....	56	.....	239	2	96	20	8	49	62	14	102	1	....
Pattern makers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	36	.....	7	1	.....	1	2	.....	2	.....	....
Photographers	7	5	.....	1	.....	.....	2	.....	5	.....	51	1	26	3	6	19	7	3	19	7	....
Plasterers	1	.....	.....	.....	.....	.....	.....	.....	6	.....	53	.....	8	3	.....	1	16	7	27	.....	....
Plumbers	14	.....	.....	.....	.....	.....	.....	.....	14	.....	191	1	45	7	.....	16	81	1	15	.....	....
Printers	36	2	2	.....	.....	.....	2	.....	15	.....	170	.....	31	7	5	16	41	8	30	5	....
Saddlers and harness makers	5	7	.....	.....	.....	.....	.....	.....	1	.....	20	.....	3	1	.....	7	8	4	8	.....	....
Seamstresses	360	6	8	1	4	3	2	.....	48	.....	48	4	49	10	17	149	42	75	655	49	1
Shoemakers	85	65	.....	8	.....	1	1	.....	47	.....	107	2	97	15	103	88	32	74	1,797	.....	....
Stokers	45	3	1	.....	.....	3	1	.....	41	1	116	7	59	9	17	4	69	19	85	.....	....
Stonecutters	2	.....	.....	.....	.....	1	.....	.....	4	.....	39	.....	13	.....	9	.....	11	25	85	1	....
Tailors	140	53	4	9	.....	1	3	.....	32	1	192	10	50	21	80	593	63	63	1,153	6	....
Tanners and curriers	1	.....	.....	.....	.....	.....	.....	.....	1	.....	5	.....	3	.....	.....	2	3	.....	3	.....	....
Textile workers (not specified)	1	3	.....	.....	.....	.....	.....	.....	4	.....	80	.....	93	4	.....	5	15	9	2	.....	....
Tinners	2	.....	.....	.....	.....	.....	.....	.....	1	.....	37	.....	15	4	4	16	15	1	25	.....	....
Tobacco workers	1	.....	.....	.....	.....	.....	3	.....	.....	.....	5	1	1	1	3	1	.....	.....	1	.....	....
Upholsterers	.....	.....	.....	.....	.....	.....	.....	.....	6	.....	15	.....	6	4	.....	8	6	1	3	.....	....
Watch and clock makers	.....	4	.....	.....	.....	.....	.....	.....	3	.....	25	1	19	13	1	20	1	1	6	2	....
Weavers and spinners	1	15	.....	1	.....	.....	.....	.....	118	.....	545	2	395	10	2	21	107	190	48	10	....
Wheelwrights	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	1	.....	.....	.....	....
Woodworkers (not specified)	1	.....	.....	.....	.....	.....	.....	.....	7	.....	42	.....	7	3	3	2	7	1	8	.....	....
Other skilled	108	26	3	1	1	1	12	.....	216	.....	1,307	3	177	151	93	143	388	140	377	30	....
Total	2,611	383	58	109	192	68	236	12	2,101	17	13,968	357	4,360	1,118	1,200	2,592	4,005	1,944	11,962	324	1

Occupation	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.	Admitted in Philippine Islands.
PROFESSIONAL.																					
Actors	.....	1	80	2	4	3	1	16	.....	15	33	.....	23	6	.....	.....	1	.....	2	642	1
Architects	.....	1	.....	.....	2	1	2	.....	.....	22	50	.....	5	2	.....	.....	.....	1	1	252	.....
Clergy	1	.....	21	1	13	9	4	10	3	36	76	8	52	2	11	.....	8	4	5	1,154	84
Editors	.....	1	1	.....	3	.....	.....	.....	.....	34	10	1	7	2	2	.....	.....	1	.....	146	.....
Electricians	.....	1	63	.....	3	2	1	1	.....	74	92	3	34	15	5	.....	7	3	7	1,109	.....
Engineers (professional)	2	1	45	.....	9	11	4	13	.....	239	240	8	29	35	1	.....	9	11	2	1,649	26
Lawyers	1	.....	25	.....	.....	5	2	2	.....	6	13	1	12	19	1	.....	1	1	.....	181	3
Literary and scientific persons	1	1	8	.....	6	3	1	6	.....	32	35	2	26	11	2	1	1	2	2	413	.....
Musicians	.....	.....	96	.....	8	1	1	11	.....	22	19	5	9	7	.....	.....	4	1	1	627	.....
Officials (Government)	2	.....	75	.....	54	17	8	23	.....	51	12	18	44	199	.....	.....	1	4	1	1,013	9
Physicians	.....	.....	19	1	5	8	.....	3	.....	14	58	7	7	32	1	.....	1	2	3	459	6
Sculptors and artists	.....	.....	20	.....	.....	.....	1	4	.....	11	10	5	15	3	1	.....	.....	.....	2	230	.....
Teachers	1	1	108	.....	12	9	2	13	.....	71	151	12	24	40	18	1	7	23	2	2,122	17
Other professional	.....	1	27	.....	3	5	3	12	1	201	383	6	14	39	3	2	16	30	2	2,445	19
Total	8	8	588	4	122	74	30	114	4	828	1,182	76	301	412	45	4	56	83	30	12,442	165
MISCELLANEOUS.																					
Agents	8	3	.....	2	.....	.....	2	.....	19	.....	597	1	92	27	10	95	168	6	12	4	....
Bankers	.....	1	.....	1	.....	.....	.....	.....	8	.....	48	.....	15	5	1	3	4	1	6	19	....
Draymen, hackmen, and teamsters	11	1	1	.....	.....	.....	.....	.....	17	.....	223	1	53	16	4	14	88	15	98	5	....
Farm laborers	775	33	9	31	.....	29	.....	.....	1,006	.....	707	31	841	323	298	34	775	412	2,142	2,095	4
Farmers	39	19	22	24	1	10	4	.....	852	.....	1,781	40	1,257	893	137	64	860	262	475	156	....
Fishermen	4	.....	.....	.....	.....	2	.....	.....	9	.....	399	2	238	2	11	1	98	4	112	12	....
Hotel keepers	2	1	.....	5	.....	.....	.....	.....	6	.....	34	.....	17	10	72	6	8	4	7	13	....
Laborers	919	323	15	208	24	31	15	25	660	.....	2,157	267	2,563	381	7,719	456	1,844	2,283	18,961	108	....
Manufacturers	.....	1	1	1	1	.....	.....	.....	18	.....	75	.....	19	17	5	23	12	4	2	5	....
Merchants and dealers	30	86	6	13	450	.....	72	1	196	6	576	4	309	232	502	677	118	223	847	332	....
Servants	1,093	351	76	67	11	35	26	5	822	4	3,464	169	2,175	534	1,248	859	4,237	1,983	10,732	68	7
Other miscellaneous	420	87	13	32	793	11	44	1	331	55	4,582	40	1,832	289	254	561	1,455	193	539	950	13
Total	3,301	906	143	384	1,280	118	163	32	3,944	65	14,643	555	9,411	2,729	10,261	2,793	9,667	5,390	33,933	3,767	24
No occupation (including women and children)	2,050	1,377	188	540	583	301	1,022	18	6,314	55	26,402	571	12,265	3,144	2,431	8,616	6,206	5,339	38,371	4,915	40
Grand total	8,174	2,762	415	1,064	2,148	493	1,510	63	12,730	160	58,366	1,510	27,390	7,338	13,998	14,292	20,784	12,918	84,8~2	9,279	72

TABLE X.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.	Admitted in Philippine Islands.
SKILLED.																					
Bakers	1	.....	121	.....	11	58	1	5	1	33	105	5	60	5	4	.....	4	1	7	1,267	.....
Barbers and hairdressers	2	1	107	.....	5	42	2	8	1	30	34	3	59	5	18	.....	3	.....	2	1,609	1
Blacksmiths	2	.....	99	.....	8	31	.....	8	.....	63	85	6	47	2	4	1	7	2	5	1,013	.....
Bookbinders	.....	.....	.....	.....	.....	.....	.....	.....	.....	13	3	.....	.....	.....	.....	.....	.....	1	.....	52	.....
Brewers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....
Butchers	.....	.....	42	.....	6	5	3	3	.....	35	53	9	8	.....	9	.....	1	.....	7	678	.....
Cabinetmakers	2	.....	.....	.....	5	.....	.....	3	.....	4	17	2	7	.....	1	.....	2	1	.....	162	.....
Carpenters and joiners	14	1	572	.....	41	321	11	28	1	529	385	8	342	22	33	.....	12	20	31	5,742	16
Cigarette makers	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	11	.....
Cigar makers	.....	.....	9	.....	.....	.....	1	1	.....	2	1	.....	54	.....	1	.....	.....	1	.....	204	.....
Cigar packers	.....	.....	9	.....	1	.....	.....	.....	.....	.....	2	.....	15	.....	.....	.....	.....	.....	.....	52	.....
Clerks and accountants	3	3	863	1	48	251	15	28	6	839	1,542	29	527	188	92	4	81	165	26	12,681	94
Dressmakers	2	.....	124	.....	17	12	5	6	.....	83	114	14	61	23	36	2	10	104	2	3,631	.....
Engineers (locomotive, marine, and stationary)	3	1	12	.....	15	3	5	12	.....	91	312	14	40	12	4	.....	25	4	6	1,856	3
Furriers and fur workers	.....	.....	.....	.....	5	.....	2	.....	.....	9	5	1	.....	1	.....	.....	.....	.....	1	140	.....
Gardeners	.....	.....	.....	.....	1	2	.....	2	.....	62	63	2	4	.....	1	1	2	2	1	574	.....
Hat and cap makers	.....	.....	5	.....	4	2	.....	1	.....	.....	.....	.....	4	1	.....	.....	.....	.....	.....	72	.....
Iron and steel workers	6	1	26	.....	36	7	4	12	4	86	315	9	30	.....	4	1	10	1	12	1,515	.....
Jewelers	.....	.....	27	.....	.....	5	1	2	.....	3	18	1	6	7	6	.....	2	2	.....	217	.....
Locksmiths	.....	1	.....	.....	5	34	2	.....	.....	.....	.....	3	.....	.....	.....	.....	1	.....	.....	90	.....
Machinists	3	3	158	.....	41	36	13	51	1	150	421	6	61	16	4	.....	20	2	8	3,278	.....
Mariners	8	4	84	3	13	371	10	78	.....	1,497	186	16	1,119	152	1	5	25	87	18	7,557	2
Masons	.....	.....	119	.....	5	87	.....	4	.....	41	91	2	153	1	7	1	9	1	4	2,235	.....
Mechanics (not specified)	.....	1	403	.....	14	17	3	10	1	102	199	7	157	70	9	1	13	20	21	2,942	5
Metal workers (other than iron, steel, and tin)	2	.....	.....	.....	5	.....	.....	2	2	31	82	.....	3	.....	2	.....	9	2	3	412	.....
Millers	.....	.....	5	.....	.....	5	.....	1	.....	5	11	1	3	.....	.....	.....	.....	.....	.....	123	.....
Milliners	.....	.....	2	.....	2	.....	1	4	.....	10	21	2	23	3	5	1	3	3	1	366	.....
Miners	29	11	401	.....	32	1	6	27	7	61	378	21	155	2	2	.....	108	.....	2	3,081	.....
Painters and glaziers	3	.....	75	.....	4	14	2	8	.....	85	98	4	12	6	3	.....	7	2	9	1,021	.....
Pattern makers	.....	.....	.....	.....	1	.....	.....	.....	.....	2	33	.....	.....	1	.....	.....	1	.....	.....	87	.....
Photographers	.....	.....	25	.....	1	.....	1	1	.....	11	10	.....	3	3	2	.....	1	.....	.....	220	.....
Plasterers	.....	.....	2	.....	.....	1	.....	.....	.....	4	26	.....	3	.....	.....	.....	3	.....	.....	161	.....
Plumbers	1	.....	16	.....	.....	.....	.....	1	.....	8	121	1	4	.....	.....	.....	2	2	3	544	.....
Printers	1	.....	41	.....	2	9	.....	1	.....	11	58	.....	12	7	2	.....	4	2	1	521	.....

Saddlers and harnessmakers	.....	.....	7	.....	.....	.....	.....	.....	.....	6	1	.....	.....	.....	5	.....	.....	.....	.....	83	.....
Seamstresses	.....	.....	89	1	1	12	.....	1	.....	51	18	12	9	12	6	.....	1	49	.....	1,793	.....
Shoemakers	2	.....	141	.....	6	115	2	3	1	27	26	8	45	7	43	2	2	2	9	2,978	.....
Stokers	.....	.....	11	.....	6	24	.....	8	.....	59	59	3	164	26	3	.....	7	9	8	867	.....
Stonecutters	.....	.....	1	.....	1	6	.....	.....	.....	11	71	.....	27	.....	3	.....	2	.....	2	314	.....
Tailors	7	.....	133	.....	32	92	3	27	1	43	77	10	41	9	50	2	5	9	9	3,074	3
Tanners and curriers	.....	.....	2	.....	.....	1	1	.....	.....	.....	1	.....	1	.....	1	.....	.....	.....	1	26	.....
Textile workers (not specified)	.....	.....	.....	.....	.....	2	.....	1	.....	.....	13	.....	.....	.....	.....	.....	1	.....	.....	233	.....
Tinners	1	.....	6	.....	.....	2	.....	1	.....	10	11	1	7	.....	4	.....	1	.....	1	165	.....
Tobacco workers	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	9	.....	.....	.....	.....	.....	.....	29	.....
Upholsterers	.....	.....	.....	.....	.....	.....	1	.....	.....	4	7	.....	1	.....	.....	.....	.....	.....	.....	62	.....
Watch and clock makers	.....	.....	6	.....	1	4	1	1	.....	2	11	.....	3	1	.....	.....	.....	.....	.....	126	.....
Weavers and spinners	.....	.....	1	.....	5	28	.....	1	.....	8	154	2	3	.....	26	.....	2	.....	.....	1,695	.....
Wheelwrights	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5	.....
Woodworkers (not specified)	.....	.....	1	.....	1	1	1	1	.....	11	10	2	1	.....	.....	.....	.....	.....	.....	110	.....
Other skilled	3	.....	116	.....	18	29	5	10	1	221	498	8	87	22	12	1	30	14	17	4,269	38
Total	102	27	3,912	5	400	1,630	102	361	27	4,268	5,757	212	3,370	604	409	22	416	508	217	69,967	162
MISCELLANEOUS.																					
Agents	1	1	8	.....	10	3	.....	9	.....	44	185	3	22	17	10	1	8	3	2	1,373	3
Bankers	.....	.....	.....	.....	2	1	3	3	.....	10	21	3	3	1	.....	.....	2	.....	2	163	.....
Draymen, hackmen, and teamsters	.....	.....	.....	.....	1	1	3	2	1	37	72	.....	3	.....	1	.....	6	1	2	577	.....
Farm laborers	2	5	248	1	26	1,149	19	37	13	1,484	293	101	2,158	12	85	1	20	36	22	15,257	220
Farmers	2	11	634	.....	62	588	34	116	7	937	633	111	1,317	75	80	.....	55	17	67	12,192	99
Fishermen	.....	.....	2	.....	1	126	.....	2	.....	103	44	.....	4	.....	.....	.....	.....	14	.....	1,190	3
Hotel keepers	.....	.....	1	.....	4	5	2	1	1	12	13	.....	2	.....	2	.....	1	1	1	231	.....
Laborers	86	16	21,364	1	351	6,299	153	632	104	780	885	175	10,935	38	372	43	54	20	460	81,732	27
Manufacturers	.....	.....	6	.....	1	.....	.....	.....	.....	6	19	3	6	.....	1	.....	.....	1	1	228	.....
Merchants and dealers	3	4	786	.....	30	185	30	49	.....	193	163	40	498	209	361	16	22	16	56	7,341	703
Servants	9	13	849	.....	95	1,926	62	36	7	2,760	1,553	548	696	195	174	5	123	133	44	37,197	38
Other miscellaneous	18	6	796	1	135	92	37	119	7	576	1,718	57	236	334	79	5	90	40	37	16,878	756
Total	121	56	24,744	3	718	10,374	343	1,006	140	6,942	5,599	1,041	16,379	881	1,165	76	386	282	694	174,459	1,849
No occupation (including women and children)	191	161	21,798	5	1,279	3,096	423	897	87	4,583	8,642	2,495	3,544	2,037	1,428	38	604	673	404	173,133	7,833
Grand total	422	252	51,042	17	2,519	15,174	898	2,378	258	16,621	21,180	3,824	23,594	3,934	3,047	140	1,462	1,546	1,345	430,001	10,009

TABLE X-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by occupations and races or peoples.*

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
PROFESSIONAL.																					
Actors	.....	.....	1	3	2	.....	.....	.....	5	.....	113	2	7	10	.....	1	2	5	9	5	....
Architects	.....	.....	.....	1	.....	1	1	.....	13	.....	20	.....	4	13	.....	.....	1	2	4	1	....
Clergy	8	.....	.....	4	3	.....	.....	.....	18	.....	88	5	99	14	9	9	56	6	37	20	....
Editors	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	.....	.....	1	1	.....	.....	.....	1	10	....
Electricians	.....	.....	.....	1	.....	.....	.....	1	4	.....	32	.....	5	4	.....	.....	7	1	6	.....	....
Engineers (professional)	.....	.....	.....	.....	2	1	2	1	19	1	96	.....	12	22	.....	.....	5	2	1	9	....
Lawyers	.....	1	.....	.....	.....	.....	4	.....	2	1	8	.....	.....	1	.....	.....	1	.....	2	2	....
Literary and scientific persons	2	.....	.....	1	.....	.....	3	.....	5	.....	52	.....	3	11	3	2	3	2	7	15	....
Musicians	.....	.....	.....	.....	1	.....	2	.....	7	.....	46	1	10	114	1	1	2	10	58	1	....
Officials (Government)	.....	.....	.....	2	5	.....	9	.....	14	1	37	.....	32	5	.....	.....	.....	9	12	20	1
Physicians	2	.....	.....	.....	5	.....	5	.....	8	1	25	1	14	10	3	1	1	2	10	40	....
Sculptors and artists	.....	1	.....	.....	2	.....	1	.....	3	1	23	2	2	9	.....	.....	3	9	11	10	....
Teachers	1	.....	.....	.....	7	1	.....	.....	13	.....	106	1	59	50	2	9	9	1	7	27	....
Other professional	17	.....	2	.....	7	1	9	.....	23	.....	262	5	50	56	2	2	91	3	8	18	1
Total	30	2	3	12	34	4	36	2	134	5	914	17	297	320	21	25	181	52	173	178	2
SKILLED.																					
Bakers	2	1	6	11	2	7	.....	4	20	.....	19	3	18	56	12	1	5	14	93	.....	....
Barbers and hairdressers	3	2	.....	8	1	2	2	1	2	.....	12	.....	15	5	19	3	4	18	263	15	....
Blacksmiths	2	1	1	14	.....	9	1	.....	5	.....	25	5	4	9	1	1	14	14	63	.....	....
Bookbinders	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	3	.....	.....	.....	.....	.....	3	.....	1	.....	....
Brewers	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	11	.....	.....	.....	.....	.....	.....	....
Butchers	1	.....	6	8	8	4	.....	2	5	.....	20	.....	11	49	.....	1	4	3	63	.....	....
Cabinetmakers	.....	.....	.....	6	.....	1	.....	.....	1	.....	5	.....	2	4	.....	.....	1	1	11	.....	....
Carpenters and joiners	22	1	3	16	2	5	1	6	55	.....	157	77	105	36	5	4	56	31	196	13	....
Cigarette makers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	....
Cigar makers	30	.....	.....	1	2	1	456	.....	26	.....	7	.....	3	4	1	1	.....	1	15	.....	....
Cigar packers	2	.....	.....	.....	.....	.....	7	.....	.....	.....	2	.....	1	.....	.....	1	.....	.....	2	.....	....
Clerks and accountants	8	7	3	13	17	6	54	5	64	.....	565	8	107	188	78	22	199	22	138	68	....
Dressmakers	16	.....	1	2	1	.....	1	.....	5	.....	48	1	21	12	.....	2	27	12	67	2	....
Engineers (locomotive, marine, and stationary)	3	1	.....	3	2	.....	5	.....	8	1	110	5	24	23	4	2	18	5	4	24	1

Furriers and fur workers		2						1	1		6			1	10	1			5		
Gardeners	2		1	5	7				12		35		5	12	2	1	30	7	24	32	
Hat and cap makers						1					2			1		1			1		
Iron and steel workers			1	4		2			7		37	1	10	8	1		37	1	9		
Jewelers					2				4		3	1	5	5	1	1	3	1	10		
Locksmiths														1				1			
Machinists	1	1	2	20		8	2	5	26		180	10	72	90	11	2	58	17	90	7	
Mariners	16					10	4		26		45	5	21	18	14	3	8	3	31	8	
Masons	4		1	12		3	1		19		58	1	11	7		1	8	41	159	1	
Mechanics (not specified)	1		2	16			8		12		77	9	74	31	9	1	26	14	60	7	
Metal workers (other than iron, steel, and tin)				2		2			8		18	2	4	5		1	13	5	11		
Millers				3				1			4		2	2	1		3	2			
Milliners									2		6		18	3		2	3		1		
Miners				373		160	1	12	35		229	133	43	21	6		54	743	2,163	5	
Painters and glaziers				4		2	2	1	12		74	6	16	17	5	2	14	11	40	2	
Pattern makers											8		1	1			1				
Photographers	1	1		1							8		2	3				2	4	10	
Plasterers	2								1		16		2	3	1		2		7		
Plumbers	1										22		4	1		1	16		5	1	
Printers	1		1	1			2		3		24	1	7	3		2	3	1	5	1	
Saddlers and harness makers				1		1							2				1				
Seamstresses	8			1					1		19		5	8			13	3	7		
Shoemakers	5	7	1	14	1	5	1	3	9		21	6	20	11	24	1	9	21	493	2	
Stokers	2			2				1	4		20		4	2			24	2	26		
Stonecutters											6	1	2				2	11	19		
Tailors	8	2	3	20	8	6		4	9		45	7	6	18	8	26	3	17	313	11	
Tanners and curriers											1								2		
Textile workers (not specified)			1								42		7				7		2		
Tinners								1			4	2	2	6					2		
Tobacco workers											1				1				1		
Upholsterers			1						1		3		1	7				1	3		
Watch and clock makers							1		4		6		1	5			2		9		
Weavers and spinners			4	2		1			29		76	5	100	9	1		7	9	35		
Wheelwrights																					
Woodworkers (not specified)				1							6		2	1			1		2		
Other skilled	7	1	6	46	48	2	5	8	45		248	16	25	80	164	6	123	50	219	54	
Total	148	27	45	610	101	238	554	55	462	1	2,323	305	786	777	379	90	802	1,085	4,674	263	1
MISCELLANEOUS.																					
Agents		2		4	3		1	2	8		157	1	36	25	9	7	18	7	22	12	
Bankers					1		1		3		14		21	7	1			3	11	23	
Draymen, hackmen, and teamsters					1				4		12	1	7	6			8	1	12	4	
Farm laborers	353		4	319	1	148		6	51	6	55	14	29	28	52		28	37	104	47	
Farmers	5	24	10	906	89	294	6	99	187	20	352	31	226	206	79	4	118	123	304	1,253	4
Fishermen	4			11	1	1					7	8	4		9		1	9	81	32	
Hotel keepers			1	2	1				3		24	2	7	7	64		3	7	13	19	
Laborers	173	487	96	19,228	1,449	6,158	32	1,213	558	99	627	597	885	822	17,578	56	667	5,185	64,659	719	3
Manufacturers						1			12		31		21	6	6	4		1	11	2	

TABLE X-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
MISCELLANEOUS—continued.																					
Merchants and dealers	1	17	3	125	736	14	140	5	144	2	332	4	589	168	362	36	30	109	565	325	....
Servants	154	5	11	79	13	14	9	9	56	1	659	133	254	225	142	4	1,304	93	358	34	....
Other miscellaneous	108	7	8	90	392	19	47	10	190	16	938	17	795	249	195	27	295	94	445	278	1
Total	798	542	133	20,764	2,687	6,649	236	1,344	1,216	144	3,206	808	2,874	1,749	18,497	138	2,472	5,669	66,585	2,748	3
No occupation (including women and children)	299	13	78	2,458	139	590	772	132	1,204	12	5,214	317	3,069	1,332	1,422	105	1,180	1,353	9,528	1,049	3
Grand total	1,275	584	259	23,844	2,961	7,481	1,598	1,533	3,016	162	11,659	1,447	7,026	4,178	20,319	358	4,685	8,159	80,958	4,288	14

Occupation.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.	Departed from Philippine Islands.
PROFESSIONAL.																					
Actors	....	1	10	.....	4	.....	.....	5	.....	7	8	.....	7	1	.....	.....	.....	.....	.....	208	.....
Architects	....	1	.....	.....	1	.....	.....	.....	.....	11	2	1	1	.....	.....	.....	.....	.....	.....	78	.....
Clergy	1	.....	11	.....	6	5	10	7	.....	35	10	1	21	3	1	1	5	7	3	503	53
Editors	....	.....	.....	.....	2	.....	1	.....	.....	.....	1	.....	.....	1	.....	.....	.....	.....	.....	24	.....
Electricians	....	1	4	.....	2	1	.....	.....	.....	20	9	1	1	3	1	.....	.....	1	1	106	.....
Engineers (professional)	....	1	3	.....	3	2	1	4	.....	54	4	2	3	27	.....	.....	2	2	.....	281	3
Lawyers	....	.....	6	.....	.....	1	.....	1	.....	.....	2	.....	1	4	.....	.....	.....	3	1	41	1
Literary and scientific persons	....	.....	1	.....	.....	.....	.....	2	.....	8	9	1	5	6	3	.....	.....	3	.....	147	.....

Musicians	1	5	14		2		3	2		10	1	7	2	5						306	
Officials (Government)		1	5		1	46		9		11	1		8	25					2	256	4
Physicians	1		5		2	2	1			3	3		5	19					6	179	2
Sculptors and artists					1		2			5		1	5	2						93	
Teachers		4	7		13	1	3	2	1	22	13	4	4	4		1		3	1	376	
Other professional		1	4		9	8	3	4		85	77	1	2	10		1	3	12	4	781	4
Total	3	15	70		46	66	24	36	1	271	140	19	65	110	5	3	10	39	14	3,379	67
SKILLED.																					
Bakers		5	8		21	6	2	1		17	9	3	15		2				2	365	
Barbers and hairdressers	3	1	11		7	8	8	1		6		6	5		5	1		1		438	
Blacksmiths	1	11	6		35	2	3	1		29	5	13		2			1			278	
Bookbinders										1		2								11	
Brewers		1																		14	
Butchers	5	7	1		21		6	2		10	2	14	1						2	256	
Cabinetmakers		2			7		1	2		11	2	13								70	
Carpenters and joiners	7	36	18		75	4	12	4		411	60	34	12	3	1		4	8	1	1,481	37
Cigarette makers										1										1	
Cigar makers		4	8		1		1		1			2	476	1				2		1,044	
Cigar packers										2			11							28	
Clerks and accountants	1	15	50		19	26	21	15		151	118	11	160	77	59	3	11	27	8	2,344	63
Dressmakers	1	1	7		4		2	9		37	14	7	2					14		316	
Engineers (locomotive, marine, and stationary)	2	2	5			8	3	6		48	24	3	5	19	2	1	2	4	1	378	
Furriers and fur workers					4	1				2		2								36	
Gardeners		2			6		3			16	11	3					1	1		218	
Hat and cap makers					1		1												1	10	
Iron and steel workers	1	3			3		2			21	11	9					3	3		174	
Jewelers					3					2		1	1						1	44	
Locksmiths					1															3	
Machinists	15	17	12		42	2	17	1		172	49	33	5	8	5	2	4	1	3	990	
Mariners	1	9	5		5	48	1	1		125	3	2	80	14		1	1	6		514	7
Masons		6	5		27	1	4			35	15	2	6	1						429	
Mechanics (not specified)		14	25		14	7	9	6		36	24	25	17	14	9	1		5	1	554	2
Metal workers (other than iron, steel, and tin)		3			2					17	3	7	1		1			1		106	
Millers		7	1		4	1				2	2									35	
Milliners		1								6	1	1	1	1				1		47	
Miners	10	305	60		158	3	33	19	2	69	57	486	78	1			19		1	5,279	
Painters and glaziers		4	5		6	3	5	3		57	19	10	3		1		1		1	326	
Pattern makers										2	2									15	
Photographers			5		1		3	1		3	3								1	49	
Plasterers					2					2	3	1						1	3	46	
Plumbers			2		1					3	16	1	1					1		76	
Printers	1		2		2			1		4	4			1						70	
Saddlers and harness makers															1					6	
Seamstresses		2	9		1					14	4						2	10		107	
Shoemakers	5	18	7		49	11	7			15	6	12	1		5	1				791	
Stokers		3			1	13	1			12	3	2	42	1		1		2		168	
Stonecutters										13	14		6	1						75	
Tailors	15	16	5		30	4	14	13		37	6	45	7		6		1		1	714	

TABLE X-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.	Departed from Philippine Islands.
SKILLED—continued.																					
Tanners and curriers	1				3		1			2		15								25	
Textile workers (not specified)			1			645				1	4									710	
Tinners		2	2		2	1	2	1		2		7	1							37	
Tobacco workers							1								1					5	
Upholsterers										1	2	1	1							22	
Watch and clock makers										3	1		1		1			1		35	
Weavers and spinners		4			9	10	1			5	25	8			19			1		360	
Wheelwrights																					
Woodworkers (not specified)					1					1	5									20	
Other skilled	6	37	10		57	46	21	6		167	38	68	14	6	11	1	5	11	5	1,662	9
Total	75	538	270		625	850	185	93	3	1,571	565	849	953	150	129	12	55	101	32	20,782	118
MISCELLANEOUS.																					
Agents	1	4	4		5	4		8		20	17	3	21	13	10	2	1	6	1	434	3
Bankers			1		1					3	3		1				1	2		97	
Draymen, hackmen, and teamsters		3			2	1	1			8	6							1	3	81	
Farm laborers	1	50	12		456	111	420	9	9	293	15	57	9		12	3	1	8	6	2,754	177
Farmers	11	766	68		3,595	162	968	36	37	646	90	402	42	23	14	9	14	4	35	11,262	276
Fishermen			1			112				94	2							6		383	17
Hotel keepers		1					1	1		4	3	1	7		4	2		1	2	180	
Laborers	518	10,863	2,713	1	11,821	2,022	17,378	638	561	1,147	120	8,644	2,345	45	961	1,248	9	33	1,462	183,820	130
Manufacturers		2			1	3	3	3		4	7	1	7	2			1			129	
Merchants and dealers	3	30	64		70	30	33	42		124	19	36	405	123	244	17	1	23	13	4,984	227
Servants	5	75	86		80	82	34	10	1	1,324	296	91	55	12	7	5	13	62	7	5,802	11
Other miscellaneous	17	84	145		93	86	51	65	3	346	201	84	198	90	40	9	14	21	19	5,787	60
Total	556	11,878	3,094	1	16,124	2,613	18,889	812	611	4,013	779	9,319	3,090	308	1,292	1,295	55	167	1,548	215,713	901
No occupation (including women and children)	85	2,188	2,978	2	1,597	1,330	2,392	210	78	2,391	1,093	1,381	1,036	558	226	30	75	319	208	48,441	423
Grand total	719	14,619	6,412	3	18,392	4,859	21,490	1,151	693	8,246	2,577	11,568	5,144	1,126	1,652	1,340	195	626	1,802	288,315	1,509

TABLE X-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by occupations and races or peoples.*

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Lithuanian.	Magyar.
PROFESSIONAL.																			
Actors									4						1				
Architects																			
Clergy			1						11	1		5			5	2	7		
Editors											1								
Electricians	1					1			4		1	2		1	1		2		
Engineers (professional)								1	14			4		1	3				
Lawyers									1										
Literary and scientific persons			1						3		1				1		1		
Musicians									4		1	1					3		
Officials (Government)								1	1										
Physicians			1						8			1					3		
Sculptors and artists																	1		
Teachers	3								12			2		1					
Other professional						1		1	7		3	3		2	1		1		
Total	4		3			2		3	69	1	7	18		5	12	2	18		
SKILLED.																			
Bakers	6							2	2		3	4				1	6		
Barbers and hairdressers	7								1		5	1	2			1	26		
Blacksmiths								1	3		2						2		
Bookbinders							1				1								
Brewers												1							
Butchers									2						1	1	6		
Cabinetmakers									3								2		
Carpenters and joiners	20		2					4	20	4	13	5			12	3	14		
Cigar makers	2																		
Cigar packers														1					
Clerks and accountants	10	1	2	1				3	33		11	12	6	1	15		8		
Dressmakers	7											3		1					
Engineers (locomotive, marine and stationary)	1		2			1			24		2	2	1		8		4		
Furriers and fur workers													1	1			1		
Gardeners								1	2			1			1				

TABLE X-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Lithuanian.	Magyar.
SKILLED—continued.																			
Hat and cap makers									2				1	1	1		2		
Iron and steel workers									4		2	2		1	3	1	1		2
Jewelers								1	2					1			2		
Machinists			1	1				3	24		2	7	3	2	9	3	9		
Mariners	1				1				7			2	2		3				
Masons	4								3		2				3	2	10		
Mechanics (not specified)	11			1					6		5	4	1		5	1	8		
Metal workers (other than iron, steel and tin									5			3			2		1		
Millers																			
Milliners												1		1					
Miners			1	1				2	17	6	2	3			9	6	29		
Painters and glaziers	1			1			1		11		4	1	2		4	1	3		2
Pattern makers									1										
Photographers									1										
Plasterers								1	6						4		2		1
Plumbers	2								4			1		1	5		1		
Printers	1							1	1	1	1	1			1		1		
Seamstresses	3																		
Shoemakers	3	1							1		1	2	1		2		13		
Stokers									2						2		2		
Stonecutters									2		1				2		1		
Tailors	2				1				3					9	2		10	1	
Tanners and curriers																			
Textile workers (not specified)									2						1				
Tinners									1					1		1	1		
Watch and clock makers																			
Weavers and spinners								1	11		9	1			2		4		
Woodworkers (not specified)									1			1							
Other skilled	3		1				1	4	12	1	3	8	4	2	10	5	11		
Total	84	2	9	5	2	1	3	24	219	12	69	66	24	23	107	26	180	1	5

MISCELLANEOUS.																			
Agents		2	2					1	18		6	6	3	5	2		2		
Bankers									1			2		1	1				1
Draymen, hackmen, and teamsters									2		1						3		
Farm laborers	11		2					4	6	5	9	8			4		4		
Farmers	3		2	2	4			34	115	3	45	79		4	40	4	6		4
Fishermen																			
Hotel keepers									6		2	2	4	1	1	1	4		
Laborers	35	2	1	23	3		4	21	35	4	30	11	66	3	44	51	483		7
Manufacturers			1				1	1	4		2	2		3	1				
Merchants and dealers	7	3		2	2			1	16		9	21	23	32	7	13	31		
Servants	20		1		2			4	19	1	8	5	6		9		8		1
Other miscellaneous	7	1	2	2		1	1	16	122	1	44	37	9	21	49	8	49		7
Total	83	8	11	29	11	1	6	82	344	14	156	173	111	70	158	77	590		20
No occupation (including women and children)	95	2	6	8		8	1	57	589	11	149	126	23	52	148	36	114	1	17
Grand total	266	12	29	42	13	12	10	166	1,221	38	381	383	158	150	425	141	902	2	42

TABLE X-B.—*Naturalized citizens departed, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	Mexican.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavian (Norwegians, Danes, and Swedes).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
PROFESSIONAL.																	
Actors					1										1		7
Architects		1															1
Clergy					1		14	4						1	5	9	66
Editors							1										2
Electricians							1	2	1		2				5	1	23
Engineers (professional)		1			3		3								6	6	42
Lawyers															3		4
Literary and scientific persons					2		1	2							14	1	27
Musicians				1			2								2		14
Officials (Government)					1										1		4
Physicians		1		1	3		1				1				6	2	28
Sculptors and artists																	1
Teachers					1		3	3	1						10	1	37
Other professional		3			2		1	1	2						6	1	35
Total		6		2	14		27	12	4		3			1	59	21	293
SKILLED.																	
Bakers		2					2	2	1						17		48
Barbers and hairdressers			1		1		1	1	1						16	1	65
Blacksmiths							1	2							5		16
Bookbinders																	2
Brewers																	1
Butchers							2								1		13
Cabinetmakers					2										2		9
Carpenters and joiners		2	1		1		51	8						1	33		194
Cigar makers															6		8
Cigar packers															1		2
Clerks and accountants		1	1	3	7		11	17	1	1	3	4		1	165	6	324
Dressmakers				1	1										13		26
Engineers (locomotive, marine and stationary)					1		6	5		1	1			2	5	1	67
Furriers and fur workers																	3
Gardeners							1										6
Hat and cap makers					1										2		10
Iron and steel workers		1			2		4	7									30

Jewelers				2													3
Machinists		3		2	3		7	17	2		1				3	1	108
Mariners			3				16					1			5	4	45
Masons							3	2						1	3		33
Mechanics (not specified)		1		6			3	2		1	1				50	3	109
Metal workers (other than iron, steel and tin)		1					1		1					1			15
Millers																1	1
Milliners									1								3
Miners				1	1		8	12	1	1				7		8	115
Painters and glaziers							6	1							5	4	47
Pattern makers					1												2
Photographers							1					1			1		4
Plasterers							1	1								1	17
Plumbers			1		1										5		21
Printers							1								1		10
Seamstresses															8		11
Shoemakers		1	1		1		1								10	1	39
Stokers				1	1		2	1								1	12
Stonecutters							5	2									13
Tailors		1			3		2	2				1			3	1	41
Tanners and curriers															1		1
Textile workers (not specified)			1														4
Tinners															1		5
Watch and clock makers					1		2								1		4
Weavers and spinners								1									29
Woodworkers (not specified)																	2
Other skilled		1		1	1		9	4			3	1			18	1	104
Total		13	10	11	35		147	87	8	4	9	8		13	381	34	1,622
MISCELLANEOUS.																	
Agents		2			1		2	3	1		3	1		1	16	1	78
Bankers							1				1						8
Draymen, hackmen, and teamsters							6										12
Farm laborers		1	2		6		38	5		1					44	1	151
Farmers		6	4		29	2	343	67	5		1			3	58	29	892
Fishermen							6										6
Hotel keepers							4							1			26
Laborers		9	15	10	2		61	10	15	9	1	7	1		116	18	1,097
Manufacturers		1			2		1								2		21
Merchants and dealers		5	2	1	24		13	2	5	7	3	14	5		173	10	431
Servants			2		2		17	7	2		1	1		2	51	3	172
Other miscellaneous		4	2	3	19		84	43	3	2	2	3		3	16	21	582
Total		28	27	14	85	2	576	137	31	19	12	26	6	10	476	83	3,476
No occupation (including women and children)	8	17	13	9	71		279	148	14	11	39	4		11	422	130	2,619
Grand total	8	64	50	36	205	2	1,029	384	57	34	63	38	6	35	1,338	268	8,010

TABLE X-C.—*Native-born citizens departed, fiscal year ended June 30, 1920, by occupations and races or peoples.*

Occupation.	African (black).	Caucasian.	Chinese.	East Indian.	Japanese.	Pacific Islander.	Total.
PROFESSIONAL.							
Actors		66					66
Architects		23					23
Clergy		557					557
Editors		15					15
Electricians		213					213
Engineers (professional)		375	1				376
Lawyers		48					48
Literary and scientific persons		103					103
Musicians		106					106
Officials (Government)		87					87
Physicians		171	1		1		173
Sculptors and artists		25					25
Teachers		684	1		1		686
Other professional		321	2		2		325
Total		2,794	5		4		2,803
SKILLED.							
Bakers		49					49
Barbers and hairdressers	1	68	1				70
Blacksmiths	1	30					31
Bookbinders		4					4
Brewers							
Butchers	1	33					34
Cabinetmakers		8					8
Carpenters and joiners	1	323			1		325
Cigarette makers							
Cigar makers	1	19					20
Cigar packers		4					4
Clerks and accountants	10	1,402	9				1,421
Dressmakers	1	18					19
Engineers (locomotive, marine, and stationary)		556			1		557
Furriers and fur workers		4					4
Gardeners		6					6
Hat and cap makers		3					3
Iron and steel workers	2	223					225
Jewelers		11					11
Locksmiths							
Machinists	1	601					602
Mariners		120					120
Masons		52					52
Mechanics (not specified)	3	325					328
Metal workers (other than iron, steel, and tin)		69					69
Millers		9					9
Milliners		9					9
Miners		173					173
Painters and glaziers		147	1				148
Pattern makers		14					14
Photographers		22	1				23
Plasterers		98					98
Plumbers	1	98					99
Printers		45	1				46
Saddlers and harnessmakers		6					6
Seamstresses		5					5
Shoemakers		35			1		36
Stokers	1	43					44
Stonecutters		17					17
Tailors	1	24					25
Tanners and curriers		7					7
Textile workers (not specified)		24					24
Tinners		9					9
Tobacco workers							
Upholsterers		3					3
Watch and clock makers		3					3
Weavers and spinners		48					48
Wheelwrights		1					1
Woodworkers (not specified)		6					6
Other skilled		472	43		1		516
Total	25	5,246	56		4		5,331

TABLE X–C—*Native-born citizens departed, fiscal year ended June 30, 1920, by occupations and races or peoples*—Continued.

Occupation.	African (black).	Caucasian.	Chinese.	East Indian.	Japanese.	Pacific Islander.	Total.
MISCELLANEOUS.							
Agents	.....	528	.....	.....	.....	.....	528
Bankers	.....	70	2	.....	.....	.....	72
Draymen, hackmen, and teamsters	1	38	.....	.....	.....	.....	39
Farm laborers	4	1,142	2	.....	.....	.....	1,148
Farmers	7	4,457	22	.....	3	.....	4,489
Fishermen	.....	4	.....	.....	.....	.....	4
Hotelkeepers	.....	44	.....	.....	.....	.....	44
Laborers	20	999	325	.....	2	.....	1,346
Manufacturers	.....	55	.....	.....	.....	.....	55
Merchants and dealers	1	574	73	.....	.....	.....	648
Servants	56	482	1	.....	.....	.....	539
Other miscellaneous	9	3,495	65	.....	4	2	3,575
Total	98	11,888	490	.....	9	2	12,487
No occupation (including women and children)	263	34,378	170	1	1,121	.....	35,933
Grand total	386	54,306	721	1	1,138	2	56,554

TABLE XI.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by States of intended future residence and occupations.*[1]

Occupation.	Ala.	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D.C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
PROFESSIONAL.																		
Actors	.....	.....	9	.....	51	1	4	.....	.....	.....	.....	1	.....	16	2	.....	.....	2
Architects	.....	.....	.....	.....	14	.....	6	.....	1	1	.....	.....	.....	8	2	.....	.....	.....
Clergy	1	4	4	3	82	8	42	1	14	6	2	12	2	60	12	19	6	2
Editors	.....	.....	.....	.....	6	.....	3	.....	3	1	.....	1	.....	12	.....	3	.....	.....
Electricians	1	.....	8	.....	59	3	31	.....	4	5	4	4	.....	50	8	5	2	1
Engineers (professional)	5	1	13	.....	117	11	27	4	9	10	3	4	8	71	7	3	1	.....
Lawyers	.....	.....	5	.....	20	.....	2	.....	8	2	.....	.....	.....	4	1	.....	.....	.....
Literary and scientific persons	1	.....	1	.....	30	.....	14	4	12	2	2	2	1	15	.....	3	.....	.....
Musicians	.....	.....	15	.....	58	1	9	.....	3	2	1	4	1	39	3	2	1	.....
Officials (Government)	1	.....	13	.....	61	1	1	1	379	3	6	2	1	30	2	1	3	.....
Physicians	.....	.....	5	.....	42	2	3	.....	5	1	.....	4	.....	39	2	.....	.....	.....
Sculptors and artists	.....	.....	1	.....	26	1	5	.....	1	3	3	.....	.....	14	2	4	1	1
Teachers	1	.....	30	3	190	4	47	6	27	10	7	14	3	108	14	22	5	7
Other professional	7	3	7	.....	209	12	49	3	23	8	4	70	7	127	7	23	5	4
Total	17	8	111	6	965	44	243	19	489	54	32	118	23	593	62	85	24	17
SKILLED.																		
Bakers	.....	1	20	1	78	3	47	1	2	4	3	.....	4	54	6	21	2	.....
Barbers and hairdressers	.....	1	14	.....	52	1	82	4	3	10	.....	7	2	55	5	7	1	.....
Blacksmiths	1	2	25	.....	49	1	27	2	2	13	1	3	3	34	9	7	2	1
Bookbinders	.....	.....	.....	.....	6	.....	2	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....
Butchers	.....	1	7	.....	43	5	8	1	1	3	.....	1	1	45	7	11	2	.....
Cabinetmakers	1	.....	1	.....	14	1	12	.....	1	1	.....	.....	1	10	.....	1	1	.....
Carpenters and joiners	5	3	90	1	272	13	162	5	4	74	7	10	26	163	12	37	4	2
Cigarette makers	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	2	.....	.....	1
Cigar makers	.....	.....	1	.....	3	.....	1	.....	2	90	1	.....	.....	2	1	.....	.....	.....
Cigar packers	.....	.....	1	.....	7	.....	.....	.....	.....	10	.....	.....	.....	3	.....	.....	.....	.....
Clerks and accountants	29	6	102	4	1,075	40	210	7	77	136	29	48	22	628	52	69	31	16
Dressmakers	2	1	32	.....	183	6	138	6	22	19	3	1	6	154	14	9	5	2
Engineers (locomotive, marine, and stationary)	3	2	10	.....	172	7	46	3	5	11	2	9	8	85	7	8	1	.....
Furriers and fur workers	.....	1	.....	.....	2	.....	.....	.....	1	1	.....	.....	.....	5	.....	.....	.....	.....
Gardeners	.....	.....	1	.....	56	1	22	3	3	12	2	.....	2	32	6	19	2	1
Hat and cap makers	1	.....	.....	.....	4	.....	1	.....	.....	.....	.....	2	.....	3	1	.....	.....	.....
Iron and steel workers	4	.....	7	1	43	1	34	2	4	4	.....	.....	2	55	12	5	3	1
Jewelers	1	.....	6	.....	31	1	5	.....	.....	1	.....	1	.....	8	1	.....	.....	.....
Locksmiths	.....	.....	.....	1	1	.....	5	.....	.....	.....	.....	.....	.....	6	.....	2	.....	.....
Machinists	1	2	31	.....	172	8	80	4	2	20	4	1	4	112	13	13	3	2
Mariners	28	4	4	2	433	1	113	.....	5	137	45	7	6	57	2	3	.....	1
Masons	3	.....	21	.....	56	4	122	4	5	12	.....	.....	6	100	20	10	.....	1
Mechanics (not specified)	1	1	26	1	231	5	66	1	5	28	2	2	2	122	19	8	7	2
Metal workers (other than iron, steel, and tin)	.....	.....	1	.....	18	.....	10	1	.....	3	.....	.....	.....	23	5	3	.....	.....
Millers	.....	.....	3	.....	3	1	6	.....	.....	.....	.....	.....	.....	5	1	4	.....	.....

Milliners	.....	1	1	.....	30	1	9	.....	.....	5	2	2	3	19	2	2	.....	.....
Miners	3	25	297	.....	141	29	42	6	3	3	.....	.....	16	217	73	28	21	3
Painters and glaziers	1	.....	12	.....	79	9	19	1	3	6	.....	.....	4	45	2	9	.....	.....
Pattern makers	.....	.....	.....	.....	5	.....	.....	.....	.....	1	.....	.....	1	5	.....	1	.....	1
Photographers	.....	.....	3	.....	31	1	.....	.....	.....	3	.....	2	.....	14	.....	.....	.....	.....
Plasterers	2	.....	1	.....	17	1	2	.....	2	.....	.....	.....	1	13	.....	2	.....	1
Plumbers	1	.....	8	1	32	2	10	.....	.....	6	1	2	.....	19	3	1	1	.....
Printers	2	.....	4	.....	42	1	10	1	2	4	1	3	1	20	3	3	1	.....
Saddlers and harnessmakers	.....	.....	.....	.....	6	1	2	.....	1	1	.....	.....	.....	5	1	.....	.....	1
Seamstresses	2	.....	19	.....	90	3	41	1	1	39	1	23	4	73	5	5	.....	.....
Shoemakers	5	.....	21	.....	78	3	162	3	19	14	10	.....	.....	92	12	8	.....	.....
Stokers	.....	.....	1	.....	75	2	17	2	2	2	1	.....	1	20	3	1	1	.....
Stonecutters	.....	.....	.....	.....	14	.....	11	1	.....	2	.....	1	.....	12	2	.....	.....	.....
Tailors	2	.....	13	.....	112	1	112	3	11	25	3	2	1	146	13	7	2	3
Tanners and curriers	.....	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....
Textile workers (not specified)	.....	.....	.....	.....	5	.....	9	.....	.....	.....	.....	.....	.....	7	.....	1	.....	.....
Tinners	1	.....	.....	.....	12	1	3	1	.....	1	.....	.....	.....	6	.....	.....	.....	.....
Tobacco workers	.....	.....	.....	.....	1	.....	.....	.....	.....	12	1	.....	.....	1	.....	.....	.....	.....
Upholsterers	.....	.....	.....	.....	7	.....	5	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....
Watch and clock makers	.....	.....	1	2	7	.....	3	.....	.....	2	.....	.....	.....	3	2	1	.....	.....
Weavers and spinners	1	.....	2	.....	75	5	60	1	2	2	4	9	5	39	5	2	3	1
Wheelwrights	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Woodworkers (not specified)	.....	.....	.....	.....	11	.....	2	1	.....	.....	.....	.....	.....	4	2	2	.....	1
Other skilled	8	1	15	3	302	10	136	6	18	19	10	6	13	177	38	22	11	4
Total	108	52	801	17	4,180	169	1,854	71	209	737	133	142	145	2,702	362	332	104	45
MISCELLANEOUS.																		
Agents	4	1	3	1	148	7	16	.....	5	8	4	2	3	65	10	6	3	.....
Bankers	.....	.....	.....	.....	10	.....	.....	.....	.....	.....	.....	5	.....	1	.....	.....	.....	.....
Draymen, hackmen, and teamsters	.....	.....	.....	.....	35	1	20	1	5	4	1	4	2	28	6	4	4	.....
Farm laborers	8	1	60	7	1,371	74	692	20	8	780	5	1,220	148	557	101	400	36	2
Farmers	10	2	95	14	1,236	66	405	17	14	113	10	14	221	409	130	277	48	8
Fishermen	.....	11	1	.....	38	.....	39	.....	.....	20	.....	6	.....	11	1	2	.....	1
Hotel keepers	2	.....	.....	.....	21	3	6	1	4	1	3	2	1	6	1	2	.....	.....
Laborers	65	11	1,379	17	3,423	137	3,501	131	122	312	48	21	223	2,288	545	200	106	21
Manufacturers	.....	.....	.....	.....	29	1	3	.....	.....	2	1	2	.....	10	4	1	.....	.....
Merchants and dealers	15	1	61	3	932	13	102	2	30	60	24	42	12	256	25	25	7	10
Servants	45	5	87	7	1,997	136	1,372	62	187	183	51	54	96	2,093	195	256	76	32
Other miscellaneous	19	13	122	14	2,086	79	248	10	98	273	29	38	42	632	80	105	48	23
Total	168	45	1,808	63	11,326	517	6,404	244	473	1,756	176	1,420	748	6,356	1,098	1,278	328	97
No occupation (including women and children)	226	54	2,701	92	16,031	718	4,711	224	531	1,598	228	898	444	7,313	1,064	1,298	416	137
Grand total	519	159	5,421	178	32,502	1,448	13,212	558	1,702	4,145	569	2,578	1,360	16,964	2,586	2,993	872	296

[1] For intended future permanent residence of immigrant aliens admitted in the Philippine Islands, see Table IX; for occupations of immigrant aliens admitted in the Philippine Islands, see Table X.

TABLE XI.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by States of intended future residence and occupations*—Continued.

Occupation.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. M.	N. Y.	N. C.	N. D.	Ohio.
PROFESSIONAL.																		
Actors	17	.....	.....	27	10	2	.....	3	.....	.....	.....	.....	10	.....	378	1	.....	1
Architects	3	.....	1	12	11	1	.....	.....	.....	1	.....	.....	14	.....	105	1	.....	8
Clergy	17	19	7	93	36	28	2	21	10	10	1	20	36	3	265	5	11	19
Editors	.....	.....	1	8	11	4	.....	1	1	1	.....	.....	10	.....	68	.....	.....	4
Electricians	9	15	3	81	213	7	1	4	3	2	.....	11	39	1	309	3	3	43
Engineers (professional)	12	4	11	99	111	18	2	11	5	5	2	3	83	3	699	.....	3	59
Lawyers	1	.....	.....	9	1	3	.....	1	1	.....	.....	.....	2	.....	96	.....	.....	.....
Literary and scientific persons	6	.....	4	25	11	4	.....	2	.....	1	.....	1	19	.....	184	1	.....	9
Musicians	2	2	.....	27	41	7	1	2	1	1	1	1	19	.....	254	3	.....	13
Officials (Government)	11	1	5	17	7	.....	1	8	.....	.....	.....	.....	5	.....	372	.....	1	3
Physicians	7	5	12	36	30	14	.....	.....	.....	.....	.....	.....	8	.....	175	.....	3	8
Sculptors and artists	.....	1	.....	16	10	.....	.....	.....	.....	.....	.....	.....	7	.....	100	.....	.....	3
Teachers	21	36	13	255	79	23	7	13	11	5	.....	44	68	3	612	4	6	54
Other professional	14	19	23	326	145	43	2	11	10	1	.....	14	82	1	780	5	7	54
Total	120	102	80	1,031	716	154	16	77	42	27	4	94	402	11	4,397	23	34	278
SKILLED.																		
Bakers	2	19	6	128	149	16	.....	7	9	1	2	13	58	3	317	2	4	43
Barbers and hairdressers	7	11	11	131	122	15	1	9	5	2	.....	11	80	.....	620	1	1	40
Blacksmiths	.....	22	3	88	107	17	.....	2	8	.....	1	4	51	3	237	.....	2	39
Bookbinders	.....	.....	3	4	2	4	.....	.....	.....	.....	.....	.....	3	.....	14	.....	.....	4
Brewers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....
Butchers	4	3	6	35	92	6	.....	6	7	6	1	5	22	.....	177	1	3	24
Cabinetmakers	1	.....	2	14	31	1	.....	.....	.....	.....	.....	2	8	.....	32	.....	.....	3
Carpenters and joiners	22	77	9	716	716	91	2	17	24	15	8	58	277	8	1,375	4	23	179
Cigarette makers	.....	.....	.....	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....	4	.....	.....	1
Cigar makers	.....	2	.....	26	7	1	.....	.....	.....	.....	.....	11	5	.....	35	.....	.....	4
Cigar packers	.....	.....	.....	1	7	1	.....	.....	.....	.....	.....	2	1	.....	12	.....	.....	.....
Clerks and accountants	74	147	44	1,186	1,129	199	12	73	28	30	8	76	456	10	3,887	15	31	382
Dressmakers	15	19	11	325	123	37	2	32	4	6	3	22	186	6	1,693	1	7	86
Engineers (locomotive, marine, and stationary)	13	16	11	121	288	22	.....	11	12	5	2	8	80	.....	487	1	3	76
Furriers and fur workers	.....	1	6	6	1	.....	.....	.....	1	.....	.....	.....	2	.....	92	.....	.....	4
Gardeners	2	1	1	41	58	12	.....	4	1	3	1	3	28	.....	137	.....	2	26
Hat and cap makers	1	.....	1	5	7	1	.....	.....	.....	.....	.....	1	3	.....	31	.....	.....	1
Iron and steel workers	1	26	3	169	316	20	.....	9	5	2	1	20	76	.....	307	.....	4	88
Jewelers	.....	2	1	24	13	.....	.....	.....	.....	.....	.....	3	5	2	68	.....	1	8
Locksmiths	.....	.....	1	13	3	2	.....	1	1	1	.....	.....	7	.....	19	.....	.....	3
Machinists	2	51	13	407	842	40	.....	13	13	2	2	47	106	5	588	2	6	108
Mariners	95	47	93	503	137	11	13	11	5	3	.....	4	211	.....	2,452	1	.....	115
Masons	7	12	8	180	242	17	.....	7	6	7	1	7	144	2	651	1	1	112
Mechanics (not specified)	29	21	6	187	515	22	2	13	5	6	4	11	119	6	763	2	4	84
Metal workers (other than iron, steel, and tin)	1	1	6	52	74	6	.....	1	2	2	1	3	25	.....	98	.....	2	16

Millers		2	1	12	25	1			1				4	1	25			3
Milliners	1	3		44	22	7			1	3	1	3	19		129		1	13
Miners		13	11	156	371	39	2	11	113	7	9	12	45	24	244		5	162
Painters and glaziers		12	2	105	194	21	2	1	4	5	2	12	40		234		4	28
Pattern makers		2	2	10	23	2						1	4		12			8
Photographers	2	1	3	12	21	2	1		1			4	6		66			2
Plasterers		1	2	14	38	3		2				1	2		27			8
Plumbers		8	2	66	135	13		1	4	1		10	12	1	104			19
Printers	2	4		59	66	14		3	3		3	3	12		144		4	13
Saddlers and harnessmakers		2		8	9			1					3		24			2
Seamstresses	11	2	9	87	49	23	1	4	2	6	1	6	111		922		3	51
Shoemakers	6	39	14	330	151	15	2	21	1	15		24	194		1,094			120
Stokers	8	17	12	66	103	11	1		1			6	37	1	338		1	19
Stonecutters	1	3	2	27	25	3			1	1		9	17		85	3		15
Tailors	10	13	29	239	148	24	1	13	5	9		7	157	5	1,308	3	2	96
Tanners and curriers				5	3								1		3			2
Textile workers (not specified)		31	1	86	5			1		1		32	2		20			3
Tinners		2	2	16	29	4		1		3		3	6		34	1		4
Tobacco workers				3									3		3			1
Upholsterers			1	5	10	1						1	2		19			1
Watch and clock makers		1	1	14	11			2		1			9		38			4
Weavers and spinners		72	1	522	73	13	1	26	2	5		74	126		168		1	30
Wheelwrights															2			1
Woodworkers (not specified)		1		9	26	1	1					2	3		25		1	4
Other skilled	13	20	24	374	423	32	1	19	9	17	5	16	256	1	1,129	2	6	154
Total	330	726	359	6,631	6,946	772	45	322	284	166	56	537	3,025	78	20,294	40	122	2,209
MISCELLANEOUS.																		
Agents	4	13	4	124	199	50	1	9	1	1	1	3	28		419	3	6	54
Bankers	3			4	5	3				1			5		115			
Draymen, hackmen, and teamsters		11		87	97	14		1	4	2	1	8	22		155		1	31
Farm laborers	20	206	28	1,407	705	460	8	40	107	126	102	167	564	20	2,571	9	182	512
Farmers	30	318	18	889	754	507	7	56	177	72	157	198	340	29	1,738	17	216	309
Fishermen	2	38	3	638	17	11	1	2		1	2	3	22		153		9	9
Hotel keepers		2		20	11	3		4	3		1	2	4		66	6	1	5
Laborers	185	1,309	151	8,009	4,127	454	42	325	131	107	164	523	2,797	245	17,255	36	66	4,197
Manufacturers	2	3		15	21	3	1	2					5		80			5
Merchants and dealers	69	22	23	358	237	59	19	56	13	11	6	11	197	10	3,179	16	10	160
Servants	105	412	162	5,372	1,411	522	20	215	108	151	72	227	2,048	40	12,031	33	121	1,112
Other miscellaneous	54	585	58	1,826	2,094	244	10	88	49	35	15	331	344	15	3,778	20	36	471
Total	474	2,919	447	18,749	9,678	2,330	109	798	593	507	521	1,473	6,376	359	41,540	140	648	6,865
No occupation (including women and children)	839	2,303	764	15,183	10,887	2,442	138	977	776	697	207	1,608	6,863	505	40,399	170	538	6,025
Grand total	1,763	6,050	1,650	41,594	28,227	5,698	308	2,174	1,695	1,397	788	3,712	16,666	953	106,630	373	1,342	15,377

TABLE XI.—*Immigrant aliens admitted, fiscal year ended June 30, 1920, by States of intended future residence and occupations*—Continued.

Occupation.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. D.	Tenn.	Tex.	Utah.	Vt.	Va.	V. I.	Wash.	W. Va.	Wis.	Wyo.	Total.
PROFESSIONAL.																			
Actors	.....	3	8	.....	2	1	.....	.....	.....	77	.....	.....	.....	.....	15	.....	.....	1	642
Architects	.....	1	47	.....	1	3	.....	.....	.....	1	.....	.....	1	.....	6	.....	3	.....	252
Clergy	2	15	70	3	29	14	2	17	1	39	3	10	11	.....	38	7	8	2	1,154
Editors	.....	1	4	.....	.....	.....	.....	1	.....	1	.....	.....	.....	.....	1	.....	.....	.....	146
Electricians	1	3	49	.....	1	11	1	4	.....	45	.....	7	4	.....	30	2	18	1	1,109
Engineers (professional)	1	12	96	1	1	15	.....	2	1	22	4	7	6	2	28	4	22	1	1,649
Lawyers	.....	3	2	.....	4	1	.....	.....	1	10	.....	2	.....	.....	2	.....	.....	.....	181
Literary and scientific persons	.....	1	31	.....	2	3	1	2	2	4	1	.....	1	.....	4	.....	7	.....	413
Musicians	1	2	20	.....	.....	3	.....	.....	1	60	1	.....	1	.....	16	3	4	1	627
Officials (Government)	.....	.....	13	1	8	1	1	.....	.....	31	1	1	3	.....	17	.....	.....	.....	1,013
Physicians	.....	4	29	.....	.....	3	1	.....	1	8	.....	.....	1	.....	4	1	6	.....	459
Sculptors and artists	.....	.....	10	.....	.....	.....	.....	.....	.....	13	.....	1	.....	.....	2	1	3	1	230
Teachers	6	18	113	.....	6	43	2	8	9	65	3	15	8	.....	48	5	18	3	2,122
Other professional	.....	20	119	.....	5	29	4	5	3	23	3	8	7	.....	98	2	13	1	2,445
Total	11	83	611	5	59	127	12	39	19	399	16	51	43	2	309	25	102	11	12,442
SKILLED.																			
Bakers	1	10	73	.....	2	17	.....	2	1	95	5	13	6	.....	18	5	11	2	1,287
Barbers and hairdressers	1	6	108	.....	2	25	.....	1	2	84	7	7	1	.....	36	6	11	1	1,609
Blacksmiths	.....	6	72	.....	1	23	1	4	1	68	1	8	3	.....	44	3	9	3	1,013
Bookbinders	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	1	.....	52
Brewers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	4
Butchers	.....	13	35	.....	.....	8	.....	3	5	26	2	5	3	.....	25	4	15	.....	678
Cabinetmakers	.....	3	9	.....	.....	2	.....	.....	.....	.....	1	1	1	.....	5	1	1	.....	162
Carpenters and joiners	6	49	297	.....	1	139	9	15	2	410	12	25	15	.....	189	10	47	5	5,742
Cigarette makers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	11
Cigar makers	.....	.....	3	.....	.....	.....	.....	.....	.....	4	1	1	.....	.....	2	.....	1	.....	294
Cigar packers	.....	.....	2	.....	.....	.....	.....	.....	.....	4	1	.....	.....	.....	.....	.....	.....	.....	52
Clerks and accountants	17	103	704	2	46	125	10	28	22	576	33	50	48	1	412	23	94	19	12,681
Dressmakers	3	23	206	.....	4	36	3	6	5	55	12	5	7	.....	39	8	34	4	3,631
Engineers (locomotive, marine, and stationary)	3	14	119	.....	.....	17	.....	.....	1	16	8	7	15	1	97	4	14	5	1,856
Furriers and fur workers	.....	2	7	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....	4	.....	2	.....	140
Gardeners	.....	7	37	.....	.....	11	1	2	.....	3	.....	4	3	.....	17	1	5	1	574
Hat and cap makers	.....	.....	4	.....	.....	.....	.....	.....	.....	3	1	.....	.....	.....	.....	1	.....	.....	72
Iron and steel workers	1	5	141	.....	.....	26	1	1	1	15	4	7	9	.....	60	7	11	1	1,515
Jewelers	.....	1	7	.....	.....	6	.....	.....	1	17	.....	1	.....	.....	2	.....	.....	.....	217
Locksmiths	.....	.....	17	.....	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	90
Machinists	5	20	200	.....	.....	63	.....	.....	2	96	8	27	8	.....	99	.....	28	3	3,278
Mariners	3	20	976	.....	20	67	12	5	.....	167	3	2	1,507	.....	159	34	32	1	7,557
Masons	1	3	240	.....	.....	36	1	1	.....	101	12	27	5	.....	13	18	8	.....	2,235
Mechanics (not specified)	4	19	135	.....	5	21	.....	8	2	268	10	15	3	.....	82	14	27	1	2,942

Metal workers (other than iron, steel, and tin)	.....	1	25	.....	.....	8	.....	1	2	.....	4	1	2	.....	7	1	4	2	412
Millers	.....	.....	9	.....	.....	5	.....	1	.....	2	.....	2	1	.....	2	1	1	1	123
Milliners	.....	4	20	.....	.....	2	1	1	2	3	2	.....	1	.....	4	2	.....	.....	366
Miners	16	22	390	.....	.....	23	1	4	1	87	36	8	12	.....	244	58	24	24	3,081
Painters and glaziers	.....	2	44	.....	.....	10	1	4	.....	53	5	5	2	.....	35	2	1	1	1,021
Pattern makers	.....	1	6	.....	.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....	.....	.....	87
Photographers	.....	.....	6	.....	.....	3	.....	1	.....	15	2	3	.....	.....	12	1	2	.....	220
Plasterers	.....	3	5	.....	.....	.....	.....	1	1	1	2	.....	.....	.....	6	.....	2	.....	161
Plumbers	.....	4	23	.....	1	12	.....	.....	1	10	7	2	2	.....	13	2	3	1	544
Printers	3	7	18	.....	1	6	1	.....	2	25	1	1	.....	.....	23	.....	5	.....	521
Saddlers and harnessmakers	.....	.....	6	.....	.....	2	.....	.....	.....	5	.....	.....	.....	.....	1	.....	2	.....	83
Seamstresses	.....	5	81	.....	.....	10	1	3	1	58	3	2	1	.....	14	1	13	5	1,793
Shoemakers	.....	4	298	.....	.....	53	2	3	2	103	3	3	2	.....	27	10	20	.....	2,978
Stokers	2	2	42	.....	.....	10	.....	4	2	29	.....	7	9	.....	1	3	4	3	867
Stonecutters	.....	1	21	.....	.....	3	.....	.....	.....	3	.....	37	1	.....	8	4	1	.....	314
Tailors	2	9	243	.....	2	34	2	5	2	157	6	6	10	.....	42	9	19	1	3,074
Tanners and curriers	.....	.....	2	.....	.....	1	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	1	.....	26
Textile workers (not specified)	.....	.....	5	.....	.....	18	.....	.....	.....	.....	.....	5	.....	.....	.....	.....	.....	1	233
Tinners	.....	1	13	.....	.....	6	1	.....	1	5	.....	1	.....	.....	3	.....	4	.....	165
Tobacco workers	.....	1	1	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	29
Upholsterers	.....	1	2	.....	.....	1	.....	1	.....	1	1	.....	.....	.....	1	.....	.....	.....	62
Watch and clock makers	.....	1	7	.....	.....	.....	2	.....	.....	7	.....	.....	.....	.....	6	.....	1	.....	126
Weavers and spinners	1	3	130	.....	.....	193	1	1	2	2	5	5	.....	.....	15	1	6	.....	1,695
Wheelwrights	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	5
Woodworkers (not specified)	.....	1	2	.....	.....	4	.....	.....	.....	.....	.....	1	.....	.....	5	.....	1	.....	110
Other skilled	4	51	282	.....	4	87	5	5	8	93	13	8	22	.....	297	4	85	1	4,269
Total	73	428	5,072	2	89	1,121	56	111	72	2,672	211	303	1,700	2	2,075	238	551	86	69,967
MISCELLANEOUS.																			
Agents	6	7	47	.....	11	11	2	2	4	18	3	7	4	.....	35	4	4	2	1,373
Bankers	.....	.....	2	.....	.....	.....	.....	.....	2	3	.....	.....	.....	.....	4	.....	.....	.....	163
Draymen, hackmen, and teamsters	.....	7	27	.....	.....	14	.....	6	1	1	5	3	.....	.....	55	.....	6	3	677
Farm laborers	12	154	738	.....	23	356	4	162	6	197	84	166	11	.....	253	85	245	27	15,257
Farmers	31	343	427	.....	26	167	2	124	10	501	73	354	45	.....	806	59	263	40	12,192
Fishermen	.....	5	31	.....	.....	53	.....	.....	.....	1	1	.....	1	.....	37	.....	20	.....	1,190
Hotel keepers	1	5	3	.....	.....	3	.....	1	2	3	.....	1	6	.....	21	3	1	.....	231
Laborers	56	357	6,029	.....	17	1,521	23	58	24	18,329	191	262	156	1	887	645	452	51	81,732
Manufacturers	.....	2	5	.....	3	2	1	.....	.....	5	.....	1	3	.....	11	2	3	.....	228
Merchants and dealers	9	39	227	3	65	53	6	2	7	588	15	11	21	.....	153	22	41	3	7,341
Servants	30	155	2,976	.....	15	799	19	86	27	703	180	165	106	1	406	134	336	43	37,197
Other miscellaneous	27	186	565	1	9	223	10	44	18	573	90	154	55	1	684	28	162	36	16,878
Total	172	1,260	11,077	4	169	3,202	67	485	101	20,922	562	1,124	408	3	3,352	982	1,533	205	174,459
No occupation (including women and children)	241	1,874	10,877	5	239	2,891	113	451	192	15,122	598	1,611	519	8	5,726	778	1,641	242	173,133
Grand total	497	3,645	27,637	16	556	7,341	248	1,086	384	39,115	1,387	3,089	2,670	15	11,462	2,023	3,827	544	430,001

TABLE XI-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by States of last permanent residence and occupations.*[1]

Occupation.	Ala	Alaska.	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D.C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
PROFESSIONAL.																		
Actors	.....	.....	8	.....	21	.....	.....	.....	1	.....	.....	2	.....	2	1	.....	.....	.....
Architects	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	5	1	1	.....	.....
Clergy	1	.....	4	.....	37	1	10	1	3	4	.....	2	1	15	3	5	5	4
Editors	.....	.....	.....	.....	6	1	.....	.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....
Electricians	.....	.....	2	.....	7	.....	1	.....	.....	1	2	.....	.....	5	1	.....	.....	.....
Engineers (professional)	.....	.....	3	.....	15	2	1	.....	3	.....	1	.....	.....	10	3	.....	.....	.....
Lawyers	.....	.....	.....	.....	7	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....
Literary and scientific persons	.....	.....	.....	.....	14	.....	5	.....	1	1	1	.....	.....	9	.....	.....	.....	.....
Musicians	.....	.....	6	.....	25	1	4	1	.....	1	1	1	1	25	.....	.....	.....	.....
Officials (Government)	.....	.....	.....	.....	14	1	2	1	24	1	.....	1	.....	8	.....	.....	.....	.....
Physicians	2	.....	1	.....	26	3	.....	.....	.....	1	2	.....	.....	9	1	1	.....	.....
Sculptors and artists	.....	.....	.....	.....	11	1	.....	.....	.....	.....	.....	.....	.....	3	.....	.....	.....	.....
Teachers	.....	.....	1	.....	39	3	8	.....	1	1	.....	2	1	18	3	1	.....	3
Other professional	1	.....	2	.....	46	6	19	1	7	3	.....	15	2	54	1	2	1	2
Total	4	.....	27	.....	271	19	50	4	41	13	7	23	5	165	14	10	6	9
SKILLED.																		
Bakers	.....	.....	1	.....	15	2	7	1	2	4	2	3	.....	20	2	2	.....	.....
Barbers and hairdressers	1	.....	5	.....	34	.....	14	2	10	5	.....	1	.....	25	1	1	.....	2
Blacksmiths	.....	.....	2	.....	10	2	6	1	.....	1	.....	.....	1	21	2	2	.....	1
Bookbinders	.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Butchers	.....	1	1	.....	15	.....	6	.....	1	.....	1	4	1	23	1	4	1	.....
Cabinetmakers	.....	.....	.....	.....	1	.....	2	.....	.....	.....	.....	.....	.....	10	.....	1	.....	1
Carpenters and joiners	2	3	5	.....	72	3	36	3	2	13	1	6	2	87	9	15	1	.....
Cigar makers	.....	.....	.....	.....	1	.....	1	.....	.....	961	.....	.....	.....	.....	.....	.....	.....	.....
Cigar packers	.....	.....	.....	.....	.....	.....	1	.....	.....	16	.....	.....	.....	.....	.....	.....	.....	.....
Clerks and accountants	6	4	3	1	124	12	42	1	22	60	7	24	5	125	10	11	5	1
Dressmakers	1	1	3	.....	18	.....	2	.....	.....	4	.....	.....	.....	16	.....	1	.....	.....
Engineers (locomotive, marine, and stationary)	3	2	.....	1	32	1	3	.....	3	1	1	3	.....	12	2	2	.....	.....
Gardeners	.....	.....	.....	.....	60	3	5	1	1	.....	.....	2	.....	11	.....	1	2	.....
Hat and cap makers	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....
Iron and steel workers	1	.....	1	.....	5	.....	1	1	.....	.....	.....	.....	.....	8	2	1	.....	.....
Jewelers	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	.....	1	.....	2	.....	.....	.....	.....
Machinists	.....	.....	.....	.....	28	4	52	.....	1	3	2	.....	2	87	9	3	3	.....
Mariners	1	1	.....	.....	39	.....	3	.....	4	15	.....	.....	.....	10	1	.....	.....	.....
Masons	.....	.....	2	.....	11	2	26	.....	.....	4	.....	.....	.....	26	14	8	1	.....
Mechanics (not specified)	.....	1	5	1	37	1	15	.....	1	2	1	.....	.....	31	4	3	.....	.....
Metal workers (other than iron, steel, and tin)	.....	.....	.....	.....	3	1	3	.....	.....	.....	.....	.....	.....	6	1	.....	.....	.....
Millers	.....	.....	1	.....	3	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Milliners	.....	.....	.....	.....	2	.....	1	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....
Miners	6	28	95	4	97	113	10	1	2	2	.....	.....	4	506	59	115	80	13

Painters and glaziers					16		13	1	1	3		1		31	2	2		
Pattern makers					1		3											
Photographers					6					2		2		1				
Plasterers	1				3					1			1	3				
Plumbers					3		3			1				5		1		
Printers					6		2							6	1	1		1
Saddlers and harness makers							1											
Seamstresses					5		1			5				8		1		
Shoemakers	3		1		15		22	6		4 3	4			32	3	2	1	
Stokers					7	2	6				1			7				
Stonecutters							2	1						5				
Tailors	1				30	1	8		3	4	1	6		73	3	4	1	1
Tanners and curriers														5				
Textile workers (not specified)							13				1							
Tinners					3									8				
Tobacco workers										2				1				
Upholsterers					2													
Watch and clock makers				1	1		4					1		1				
Weavers and spinners					1		19				1			1				
Woodworkers (not specified)					1	1	2							2				
Other skilled	2	4	5		134	6	43	5	6	5	2	3	1	92	7	7	1	1
Total	28	45	130	8	845	154	379	25	64	1,117	25	57	17	1,310	134	188	96	21
MISCELLANEOUS.																		
Agents					27	1	2	1	2		1			23	2	2		
Bankers		1			7				2	1			1	3				
Draymen, hackmen, and teamsters					6	1	2		2	1		3		3				
Farm laborers	1		6		195	11	60		3	363			2	152	16	51	6	1
Farmers	6	4	19	7	1,556	68	364	12	4	6	3	80	30	597	95	114	31	4
Fishermen		6			115		2			12				1				
Hotel keepers	2				32	1					1			18	1			1
Laborers	107	41	511	16	6,289	710	4,795	329	229	296	101	312	152	12,513	2,345	489	362	75
Manufacturers					4		1			1		1		5		2		
Merchants and dealers	14		14	3	829	5	32	3	15	188	24	41	1	145	18	4	1	2
Servants	2	1	9		150	22	129	5	32	49	8	12	2	258	20	32	6	3
Other miscellaneous	7	7	21	2	468	16	80	7	58	105	6	14	12	235	24	23	7	3
Total	139	60	580	28	9,678	835	5,467	357	347	1,022	144	463	200	13,953	2,521	717	413	89
No occupation (including women and children)	46	13	678	29	2,820	253	1,124	52	154	977	39	116	66	2,523	267	214	205	28
Grand total	217	118	1,415	65	13,614	1,261	7,020	438	606	3,129	215	659	288	17,951	2,936	1,129	720	147

[1] For last permanent residence of emigrant aliens departed from the Philippine Islands, see Table IX-A; for occupations of emigrant aliens departed from the Philippine Islands, see Table X-A.

TABLE XI-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by States of last permanent residence and occupations*—Continued.

Occupation.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
PROFESSIONAL.																		
Actors				1	2								1		154	1		
Architects		1	2	2	1					1			6		39			4
Clergy	10	2	3	28	7	14		4	1	4			12	2	215		2	7
Editors															9			
Electricians	1	1		7	15	2		1				1	6	1	25			3
Engineers (professional)	2			14	7	4		2		1		1	9		160	2		7
Lawyers	2					1			1			1	1		22			
Literary and scientific persons	2			4	5			3					3		77	1	1	3
Musicians			1	5	6			5		2			12		168			4
Officials (Government)	11			1				2							176			2
Physicians	1	1	4	7	1			1		1			2		86		1	4
Sculptors and artists				3				1					4		58			2
Teachers	7	2	4	29	8	5			1	2		3	13		159	1	1	7
Other professional	8	7	9	58	13	3		1	1			3	40		364			13
Total	44	14	23	159	65	29		20	4	11		9	109	3	1,712	5	5	56
SKILLED.																		
Bakers		2	5	40	15	6		4		3		1	15		124			12
Barbers and hairdressers	3	5	4	44	16	3		4		2		3	21		148			19
Blacksmiths	2	2	1	19	17	7		2		4	1	1	14		54		1	25
Bookbinders				1									1		5			1
Brewers			1					1					2		6			
Butchers			2	10	15	4		5	1				13		101		1	9
Cabinetmakers		1		5	3	1		2					3		20			3
Carpenters and joiners	8	17	6	122	103	78		6	12	7	1	14	94	6	439	1	14	48
Cigarette makers				1														
Cigar makers	2			22	1							8	9		30			2
Cigar packers				2	1										8			
Clerks and accountants	24	15	13	137	79	26	1	18	9	4	3	8	92	2	1,088		6	49
Dressmakers		2	5	19	5	8			1				6		193			2
Engineers (locomotive, marine, and stationary)	9		1	22	16	5				1		4	12		157		1	14
Furriers and fur workers					1	1							2		30			2
Gardeners	2		1	13	8	1		1		1			10		57			6
Hat and cap makers			1												4			
Iron and steel workers		4	1	20	15	3			1			2	9		44			15
Jewelers				4	2								2		26			
Locksmiths													2					
Machinists	3	4	8	90	119	21		5	1		1	14	48	1	250		1	71
Mariners	10	1	5	37	5	1		2				1	19		298			6
Masons		1	4	29	27	9		7	1	2		5	12	3	74		1	22
Mechanics (not specified)	6	2	4	38	58	5		3		2	1	2	38		211			10
Metal workers (other than iron, steel, and tin)		2	1	11	6	3		1	1	2		1	6		25			12

Millers			1	5	1	2						1	10		2			
Milliners				2			1						2		31			
Miners	5	4	8	22	395	191		47	91	2	20		28	48	304		1	173
Painters and glaziers		2	3	18	22	14		1	2	4		1	20		101		4	14
Pattern makers				2	4			1					2		2			
Photographers					3	3		1				1	1		12			1
Plasterers			1	3	5			2			1	1	2		9			3
Plumbers				9	10	2			2		1	2	7		21			2
Printers	1			5	5	1				1		2	5		20			2
Saddlers and harness makers				1		1									1			
Seamstresses			2	10	2							1	4		45			3
Shoemakers	6	1	10	113	25	11	2	7		1		11	49		268		1	34
Stokers	1	2		13	6	6		1	1				12		81			3
Stonecutters		6		9	1			2	1			2			10			1
Tailors	1		15	30	17	8		1	1				27		326	1		42
Tanners and curriers				3						1			1		3			
Textile workers (not specified)				457								4	2		10			
Tinners	1			3	3	1							3		5			1
Tobacco workers															2			
Upholsterers			1		2								2		10			1
Watch and clock makers		1		2	2								2		15			1
Weavers and spinners		3	1	127								24	53		46			1
Woodworkers (not specified)				3	2	1									4			1
Other skilled	6	5	4	254	58	29	1	13	4	4	1	42	135		419	1	1	65
Total	90	82	109	1,775	1,075	452	5	137	129	41	30	156	797	60	5,139	3	32	670
MISCELLANEOUS.																		
Agents	4	1		15	23	5		2		1		1	8		244		1	8
Bankers				3									1		77			
Draymen, hackmen, and teamsters		1	1	16	10	3			1			2	4		13			2
Farm laborers	3	7	11	57	122	95		5	14	6	2	8	153	4	454		60	365
Farmers	11	59	33	295	708	256	24	42	98	63	18	49	671	6	2,099	3	116	1,280
Fishermen	6	1		78	1	1							3		32		1	2
Hotel keepers	1			4	1	5		5		1			4		58	2	1	8
Laborers	108	430	657	9,519	8,361	1,759	25	1,079	327	440	156	580	9,433	254	54,400	46	79	23,662
Manufacturers				7	4			1					8		75			2
Merchants and dealers	36	5	15	131	55	20	10	20	5	5	1	2	82	1	2,660	6	1	60
Servants	10	41	29	700	95	142	2	30	18	16		37	269	9	2,717		24	109
Other miscellaneous	29	71	24	507	205	99	2	26	26	9	6	72	217	7	2,470	1	7	150
Total	208	616	770	11,332	9,585	2,385	63	1,210	489	541	183	751	10,853	281	65,299	58	290	25,648
No occupation (including women and children)	244	290	230	3,224	2,206	532	30	296	147	90	28	300	2,451	192	16,563	24	90	3,169
Grand total	586	1,002	1,132	16,490	12,931	3,398	98	1,663	769	683	236	1,216	14,210	536	88,713	90	417	29,543

TABLE XI-A.—*Emigrant aliens departed, fiscal year ended June 30, 1920, by States of last permanent residence and occupations*—Continued.

Occupation.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virgin Isl.	Wash.	W. Va.	Wis.	Wyo.	Total.
PROFESSIONAL.																			
Actors	.....	.....	6	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	2	.....	.....	208
Architects	.....	.....	7	.....	.....	1	.....	.....	.....	2	.....	.....	1	.....	.....	.....	1	.....	78
Clergy	3	1	30	.....	15	4	.....	2	1	15	1	2	2	.....	14	2	3	1	503
Editors	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	2	.....	.....	.....	24
Electricians	1	.....	13	.....	1	2	.....	.....	.....	1	2	.....	.....	.....	3	.....	1	.....	106
Engineers (professional)	.....	.....	20	.....	1	.....	.....	.....	.....	4	1	.....	.....	.....	4	2	2	.....	281
Lawyers	.....	.....	3	.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	.....	.....	.....	.....	41
Literary and scientific persons	.....	.....	5	.....	4	1	.....	.....	1	2	1	.....	.....	.....	2	.....	1	.....	147
Musicians	.....	.....	25	.....	1	1	.....	.....	.....	4	.....	.....	1	.....	2	.....	3	.....	306
Officials (Government)	.....	.....	3	.....	2	.....	1	.....	.....	.....	.....	2	1	.....	2	.....	1	.....	256
Physicians	.....	1	14	.....	.....	.....	.....	.....	.....	2	2	.....	.....	.....	4	.....	1	.....	179
Sculptors and artists	.....	1	8	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	93
Teachers	.....	1	25	.....	3	1	.....	2	2	5	3	.....	.....	.....	7	.....	3	1	376
Other professionals	1	3	62	1	1	1	2	.....	.....	1	3	1	2	.....	13	1	7	.....	781
Total	5	7	223	1	32	11	3	4	4	37	16	5	8	.....	55	7	23	2	3,379
SKILLED.																			
Bakers	1	4	45	.....	1	9	.....	1	.....	4	.....	1	.....	.....	5	1	4	1	365
Barbers and hairdressers	.....	3	47	.....	.....	2	.....	1	.....	4	.....	2	.....	.....	3	1	2	.....	438
Blacksmiths	.....	4	48	.....	.....	2	.....	.....	.....	1	.....	.....	1	.....	10	4	9	.....	278
Bookbinders	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	11
Brewers	.....	1	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Butchers	.....	.....	25	.....	.....	3	.....	.....	.....	1	.....	.....	1	.....	2	2	2	.....	256
Cabinetmakers	.....	.....	9	.....	.....	1	.....	.....	.....	2	.....	.....	.....	.....	1	.....	4	.....	70
Carpenters and joiners	1	9	95	.....	3	18	1	5	1	4	6	5	5	.....	51	4	36	1	1,481
Cigarette makers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Cigar makers	.....	.....	4	.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1	.....	1,044
Cigar packers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	28
Clerks and accountants	1	12	104	.....	79	18	5	1	2	28	1	.....	7	1	34	6	5	3	2,344
Dressmakers	.....	.....	15	.....	1	1	.....	1	.....	2	1	1	1	.....	4	1	1	.....	316
Engineers (locomotive, marine, and stationary)	.....	5	37	.....	1	2	.....	1	.....	5	.....	1	2	.....	11	.....	4	1	378
Furriers and fur workers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	36
Gardeners	.....	1	24	.....	.....	3	.....	.....	.....	.....	.....	.....	1	.....	2	.....	1	.....	218
Hat and cap makers	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	10
Iron and steel workers	.....	2	30	.....	.....	1	.....	.....	.....	1	.....	1	1	.....	4	.....	.....	.....	174
Jewelers	.....	.....	2	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	44
Locksmiths	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
Machinists	.....	.....	85	.....	1	26	.....	.....	1	4	4	3	4	.....	12	.....	19	.....	990
Mariners	.....	2	19	.....	6	10	.....	.....	.....	2	.....	.....	4	.....	10	..	2	.....	514

Masons	1	3	73		3	5		1		3	1	30			2	4	12		429
Mechanics (not specified)		1	37		7	3				10			2		10	1	1		554
Metal workers(other than iron, steel, and tin)			20			1									4		1		106
Millers		1	3							2					1		1		35
Milliners			4			1						1							47
Miners	47	5	2,221			4		2	2	76	44	1	13		53	248	51	38	5,279
Painters and glaziers		2	26		1	2		1		5		2			6		5		326
Pattern makers																			15
Photographers		1	4		1					4	1		1		3		1		49
Plasterers			7					2					1						46
Plumbers		2	1		1		1		1						1				76
Printers			5		2	2									2				70
Saddlers and harness makers			2																6
Seamstresses	1		14		1					4					1				107
Shoemakers	1	1	104			15	1		1	6	1	1	2		3	7	12	1	791
Stokers		1	11			2						1			2	1	1		168
Stonecutters			1			1						31	1				1		75
Tailors		1	81		1	7			1	4			1		9	1	3		714
Tanners and curriers			9														3		25
Textile workers (not specified)			8			213						2							710
Tinners			4			1									1	1	2		37
Tobacco workers																			5
Upholsterers			1							1							2		22
Watch and clock makers			4		1					1									35
Weavers and spinners		1	46			26						4	1		2		2	1	360
Woodworkers (not specified)		1	2																20
Other skilled	2	7	164		4	23		1	2	9	7	13	7		36	3	16	2	1,662
Total	55	70	3,448		115	404	8	17	11	184	66	100	56	1	285	285	204	48	20,782
MISCELLANEOUS.																			
Agents		1	23		16	3			2	2		1			5	2	3	2	434
Bankers															1				97
Draymen, hackmen, and teamsters			4			1									4		1		81
Farm laborers		5	384			12		30		12	6	2	2		16	15	33	4	2,754
Farmers	4	54	1,750		16	24		67	2	74	52	35	11		153	64	111	14	11,262
Fishermen		21				41				1			1		56		2		383
Hotel keepers		2	14			1	1			1	1		7		5	1		1	180
Laborers	87	462	32,571		27	1,462	34	57	38	805	419	143	272		1,617	2,066	2,589	184	183,820
Manufacturers			11		2		1					1			1	1	1		129
Merchants and dealers	3	34	138	1	146	9	7	3	8	45	12	2	17	1	74	7	19	4	4,984
Servants	1	10	526		10	93		6	3	51	4	10	8	1	47	1	42	1	5,802
Other miscellaneous	4	20	339	1	5	62	4	5	5	89	6	24	7		121	17	44	11	5,787
Total	99	609	35,760	2	222	1,708	47	168	58	1,080	500	218	325	2	2,100	2,174	2,845	221	215,713
No occupation (including women and children)	38	144	4,725	3	236	703	24	63	29	1,168	84	161	86		444	221	553	54	48,441
Grand total	197	830	44,156	6	605	2,826	82	252	102	2,469	666	484	475	3	2,884	2,687	3,625	325	288,315

TABLE XI-B.—*Immigrant aliens admitted during fiscal year ended June 30, 1920, by States of intended future residence and ports of entry.*

Destination.	New York, N. Y.	Boston, Mass.	Philadelphia, Pa.	Baltimore, Md.	Canadian Atlantic seaports.	Portland, Me.	New Bedford, Mass.	Providence, R. I.	Newport News, Va.	Norfolk, Va.	Savannah, Ga.	Miami, Fla.	Key West, Fla.	Gloucester, Mass.	Machias, Me.	Wilmington, N. C.	Charleston, S. C.	Brunswick, Ga.	Jacksonville, Fla.
Alabama	275	13	7	.....	6	.....	.....	.....	.....	1	.....	1	18	.....	.....	.....	.....	.....	.....
Alaska	30	1	7	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Arizona	295	1	3	.....	22	.....	.....	.....	1	.....	.....	.....	12	.....	.....	.....	.....	.....	.....
Arkansas	93	.....	3	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
California	8,529	767	104	6	445	15	12	1,131	4	8	1	.....	63	.....	.....	.....	1	.....	.....
Colorado	766	47	6	.....	20	.....	.....	.....	.....	.....	.....	.....	8	.....	.....	.....	.....	.....	.....
Connecticut	10,452	723	44	.....	80	4	21	377	3	3	.....	.....	35	.....	.....	.....	.....	.....	.....
Delaware	470	10	29	.....	2	.....	.....	4	.....	.....	.....	.....	3	.....	.....	.....	.....	.....	.....
District of Columbia	1,298	41	6	1	45	.....	.....	.....	.....	8	.....	1	51	.....	.....	.....	2	.....	.....
Florida	511	11	7	.....	8	.....	.....	1	.....	.....	1	1,754	362	.....	.....	.....	.....	.....	3
Georgia	342	16	4	.....	16	.....	.....	.....	1	1	43	.....	37	.....	.....	.....	.....	.....	.....
Hawaii	33	.....	.....	.....	58	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Idaho	796	7	8	.....	58	.....	.....	.....	.....	.....	.....	1	3	.....	.....	.....	.....	.....	.....
Illinois	12,390	880	148	2	357	21	.....	23	11	6	.....	.....	30	.....	.....	.....	1	.....	1
Indiana	1,395	46	15	1	42	1	.....	6	1	2	.....	.....	31	.....	.....	.....	.....	.....	.....
Iowa	2,385	30	27	.....	36	1	.....	12	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Kansas	432	11	9	.....	22	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....
Kentucky	205	1	6	.....	5	.....	.....	.....	.....	1	.....	.....	11	.....	.....	.....	.....	.....	.....
Louisiana	503	13	12	3	9	1	.....	3	1	1	.....	4	30	.....	.....	.....	.....	.....	.....
Maine	429	26	1	.....	55	83	.....	13	.....	.....	.....	.....	2	.....	1	.....	.....	.....	.....
Maryland	1,233	31	36	62	18	.....	.....	1	6	4	2	.....	8	.....	.....	.....	.....	.....	.....
Massachusetts	16,499	5,007	165	13	338	44	527	4,309	5	13	.....	.....	33	28	.....	.....	.....	.....	.....
Michigan	11,487	420	47	1	636	13	.....	26	2	8	1	1	12	.....	.....	.....	.....	.....	.....
Minnesota	2,882	55	36	.....	132	2	.....	.....	1	2	.....	.....	.....	.....	.....	.....	.....	.....	.....
Mississippi	207	7	2	.....	4	.....	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....	.....	.....
Missouri	1,371	75	14	.....	29	.....	.....	2	2	1	.....	.....	11	.....	.....	.....	.....	.....	.....
Montana	810	15	5	2	48	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nebraska	938	49	7	.....	24	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nevada	641	15	3	.....	3	.....	.....	5	.....	2	.....	.....	8	.....	.....	.....	.....	.....	.....
New Hampshire	616	57	5	.....	20	4	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
New Jersey	14,289	669	182	.....	154	3	1	156	7	12	2	1	52	.....	.....	.....	.....	.....	.....
New Mexico	175	24	6	.....	3	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
New York	83,940	3,702	744	197	1,697	60	2	423	82	164	3	32	1,268	.....	.....	.....	.....	.....	1
North Carolina	250	5	3	.....	7	.....	.....	1	.....	.....	.....	4	18	.....	.....	.....	.....	.....	.....
North Dakota	527	5	4	.....	7	1	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Ohio	11,086	693	147	1	245	7	.....	44	5	11	.....	2	222	.....	.....	.....	.....	.....	.....
Oklahoma	172	8	.....	.....	13	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

Oregon	1,094	42	12		62			1	3										
Pennsylvania	21,310	1,251	2,174	8	203	9		205	35	17		7	155						
Philippine Islands	11	2			2														
Porto Rico	45																		
Rhode Island	3,036	645	25		63	3	73	1,450		1			1						
South Carolina	170	7	12		3					1	1		21				11		
South Dakota	788	1	13		20					1									
Tennessee	254	5	1		7								6						
Texas	667	28	23		37				1	1	2	1	21						
Utah	701	24	17		136	1							3						
Vermont	538	25			14	1		1											
Virginia	734	20	25	4	30			9	689	835			28			8			
Virgin Islands	13																		
Washington	1,840	81	18		239	2			3	1			2						
West Virginia	1,685	76	18		11			2		1			37						
Wisconsin	2,745	124	14		84	10				1			1						
Wyoming	323	8	1		13	1													
Total	225,206	15,820	4,205	301	5,591	289	636	8,213	866	1,109	56	1,809	2,605	28	1	8	15	1	5

TABLE XI-B.—*Immigrant aliens admitted during fiscal year ended June 30, 1920, by States of intended future residence and ports of entry*—Contd.

Destination.	Tampa, Fla.	Pensacola, Fla.	Mobile, Ala.	New Orleans, La.	Galveston, Tex.	Gulfport, Miss.	St. Andrews, Fla.	Pascagoula, Miss.	San Francisco, Calif.	Portland, Oreg.	Seattle, Wash.	Canadian Pacific seaports.	Alaska.	Canadian border stations.	Mexican border stations.	Mexican border seaports.	Honolulu, Hawaii.	Porto Rico.	Total.
Alabama	9	.....	30	44	3	2	.....	9	.....	.....	1	.....	.....	93	6	.....	.....	1	519
Alaska	.....	.....	.....	1	1	.....	.....	.....	2	.....	2	.....	73	38	1	.....	.....	.....	159
Arizona	22	.....	.....	56	.....	.....	.....	.....	48	.....	1	1	.....	110	4,844	5	.....	.....	5,421
Arkansas	.....	.....	.....	1	.....	.....	.....	.....	1	.....	1	.....	.....	71	7	.....	.....	.....	178
California	114	.....	4	404	20	1	.....	.....	7,043	4	574	196	5	7,353	5,478	177	43	.....	32,503
Colorado	.....	.....	.....	23	.....	.....	.....	.....	47	.....	69	9	.....	336	117	.....	.....	.....	1,448
Connecticut	50	.....	.....	7	1	.....	.....	.....	10	.....	3	5	.....	1,385	9	.....	.....	.....	13,212
Delaware	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	.....	34	2	.....	.....	.....	558
District of Columbia	4	.....	.....	27	.....	.....	.....	.....	59	.....	16	3	.....	127	12	.....	.....	1	1,702
Florida	641	1	1	15	7	1	1	.....	9	.....	.....	11	.....	792	7	.....	1	.....	4,145
Georgia	6	.....	.....	10	1	.....	.....	.....	4	.....	1	1	.....	79	3	.....	3	.....	569
Hawaii	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	53	.....	.....	2,433	.....	2,578
Idaho	8	.....	.....	1	.....	.....	.....	.....	13	.....	69	14	.....	366	16	.....	.....	.....	1,360
Illinois	7	.....	.....	54	2	.....	.....	.....	171	.....	64	40	2	2,611	142	.....	1	.....	16,964
Indiana	121	.....	.....	16	.....	.....	.....	.....	13	.....	8	2	.....	356	30	.....	.....	.....	2,586
Iowa	1	.....	.....	.....	.....	.....	.....	.....	38	.....	5	21	.....	420	16	.....	.....	.....	2,993
Kansas	.....	.....	.....	18	.....	.....	.....	.....	14	.....	1	.....	1	188	175	.....	.....	.....	872
Kentucky	1	.....	.....	2	.....	.....	.....	.....	3	.....	1	1	.....	55	4	.....	.....	.....	296
Louisiana	9	.....	27	824	39	4	.....	.....	1	.....	6	3	.....	63	207	.....	.....	.....	1,763
Maine	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5,439	1	.....	.....	.....	6,050
Maryland	6	.....	.....	12	5	.....	.....	.....	7	.....	6	.....	.....	205	8	.....	.....	.....	1,650
Massachusetts	22	.....	.....	24	7	.....	.....	.....	107	.....	68	31	2	14,336	12	.....	4	.....	41,594
Michigan	15	.....	.....	31	.....	.....	.....	.....	41	.....	16	18	2	15,339	111	.....	.....	.....	28,227
Minnesota	.....	.....	.....	6	1	.....	.....	.....	16	.....	10	9	2	2,535	8	1	.....	.....	5,698
Mississippi	4	.....	.....	13	2	7	.....	1	5	.....	10	.....	.....	44	.....	.....	.....	.....	308
Missouri	7	.....	3	30	1	.....	.....	.....	25	.....	14	14	.....	367	208	.....	.....	.....	2,174
Montana	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	68	2	.....	741	2	.....	.....	.....	1,695
Nebraska	.....	.....	.....	1	3	.....	.....	.....	10	.....	19	4	.....	302	40	.....	.....	.....	1,397
Nevada	7	.....	.....	2	.....	.....	.....	.....	17	.....	3	2	2	53	25	.....	.....	.....	788
New Hampshire	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	3,002	1	.....	.....	.....	3,712
New Jersey	78	.....	.....	12	.....	.....	.....	.....	17	.....	6	11	.....	996	18	.....	.....	.....	16,666
New Mexico	1	.....	.....	11	.....	.....	.....	.....	16	.....	.....	.....	.....	53	663	.....	.....	.....	953
New York	530	2	3	346	36	2	.....	.....	667	1	331	215	.....	11,768	358	2	15	39	106,630
North Carolina	.....	.....	.....	9	.....	.....	.....	.....	2	.....	1	.....	.....	71	2	.....	.....	.....	373
North Dakota	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	4	.....	.....	792	.....	.....	.....	.....	1,342
Ohio	642	.....	.....	27	1	.....	.....	.....	55	.....	38	15	.....	2,075	60	1	.....	.....	15,377
Oklahoma	.....	.....	.....	8	.....	.....	.....	.....	3	.....	1	.....	.....	202	88	.....	.....	.....	497

Oregon	6			5					21	8	234	20	2	1,871	171											8,645
Pennsylvania	140			66	7				91		22	40	1	1,810	84	2										27,837
Philippine Islands														1												16
Porto Rico														3												556
Rhode Island	1								2		5	1		2,085												7,341
South Carolina	9										2			10	1											249
South Dakota									6		2			261	3	1										1,086
Tennessee	1		2	12					6					85	5											284
Texas	12	1	3	112	241				54		8	3		335	37,562	3										30,115
Utah	4								73		100	11		152	166											1,357
Vermont	4								2					2,504												5,089
Virginia	19			10	2				21		7	2		208	18											2,670
Virgin Islands																										15
Washington	1			7					36	1	1,625	132	48	7,414	3	1	8									11,462
West Virginia	38			10					3		1			139	2											2,023
Wisconsin				2					28		8	2		798	10											3,827
Wyoming				2					17		53	2		103	21											544
Total	2,540	4	73	2,284	380	17	1	10	8,830	14	3,575	841	140	90,569	50,726	193	2,508								552	430,001

TABLE XII.—*Immigrant aliens admitted during specified periods, Jan. 1, 1919, to June 30, 1920, by races or peoples and sex.*

Race or people.	Year ended June 30, 1920.			6 months ended June 30, 1920.			6 months ended Dec. 31, 1919.			Year ended Dec. 31, 1919.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
African (black)	4,508	3,666	8,174	2,489	1,820	4,309	2,019	1,846	3,865	3,443	3,075	6,518
Armenian	1,466	1,296	2,762	1,147	1,055	2,202	319	241	560	466	306	772
Bohemian and Moravian	173	242	415	91	148	239	82	94	176	123	108	231
Bulgarian, Serbian, and Montenegrin	633	431	1,064	423	312	735	210	119	329	309	158	467
Chinese	1,719	429	2,148	772	210	982	947	219	1,166	1,379	307	1,686
Croatian and Slovenian	234	259	493	181	233	414	53	26	79	68	28	96
Cuban	1,012	498	1,510	294	149	443	718	349	1,067	1,160	558	1,718
Dalmatian, Bosnian, and Herzegovinian	41	22	63	30	18	48	11	4	15	14	4	18
Dutch and Flemish	7,052	5,678	12,730	4,647	3,390	8,037	2,405	2,288	4,693	3,360	2,806	6,166
East Indian	138	22	160	59	10	69	79	12	91	103	18	121
English	29,923	28,443	58,366	15,499	14,153	29,652	14,424	14,290	28,714	24,551	21,445	45,996
Finnish	907	603	1,510	472	367	839	435	236	671	950	350	1,300
French	14,238	13,152	27,390	7,335	6,126	13,461	6,903	7,026	13,929	10,943	10,753	21,696
German	4,383	2,955	7,338	2,744	1,759	4,503	1,639	1,196	2,835	2,302	1,710	4,012
Greek	11,167	2,831	13,998	9,910	2,131	12,041	1,257	700	1,957	1,660	768	2,428
Hebrew	6,595	7,697	14,292	4,628	5,843	10,471	1,967	1,854	3,821	2,917	2,742	5,659
Irish	10,219	10,565	20,784	6,255	6,912	13,167	3,964	3,653	7,617	7,021	5,474	12,495
Italian (north)	6,599	6,319	12,918	4,893	3,482	8,375	1,706	2,837	4,543	2,195	3,159	5,354
Italian (south)	44,112	40,770	84,882	34,266	25,232	59,498	9,846	15,538	25,384	10,585	16,154	26,739
Japanese	3,414	5,865	9,279	1,416	3,241	4,657	1,998	2,624	4,622	4,004	5,369	9,373
Korean	25	47	72	15	25	40	10	22	32	11	57	68
Lithuanian	274	148	422	133	67	200	141	81	222	215	111	326
Magyar	124	128	252	77	90	167	47	38	85	60	54	114
Mexican	34,042	17,000	51,042	19,451	9,300	28,751	14,591	7,700	22,291	27,342	13,650	40,992
Pacific Islander	11	6	17	5	2	7	6	4	10	8	6	14
Polish	1,436	1,083	2,519	878	774	1,652	558	309	867	941	448	1,389
Portuguese	11,056	4,118	15,174	8,229	2,664	10,893	2,827	1,454	4,281	3,505	1,822	5,327
Roumanian	530	368	898	342	284	626	188	84	272	229	103	332
Russian	1,657	721	2,378	743	390	1,133	914	331	1,245	1,616	507	2,123
Ruthenian (Russniak)	192	66	258	113	50	163	79	16	95	123	35	158
Scandinavian (Norwegians, Danes, and Swedes)	9,790	6,831	16,621	5,760	3,154	8,914	4,030	3,677	7,707	7,072	5,383	12,455
Scotch	11,027	10,153	21,180	6,093	5,333	11,426	4,934	4,820	9,754	8,908	7,504	16,407
Slovak	1,325	2,499	3,824	1,137	2,148	3,285	188	351	539	224	369	593
Spanish	20,494	3,100	23,594	16,446	2,033	18,479	4,048	1,067	5,115	5,599	1,496	7,095
Spanish American	2,564	1,370	3,934	1,234	615	1,849	1,330	755	2,085	2,329	1,241	3,570
Syrian	1,915	1,132	3,047	1,641	977	2,618	274	155	429	372	196	568
Turkish	118	22	140	91	10	101	27	12	39	34	16	50
Welsh	782	680	1,462	421	346	767	361	334	695	643	463	1,106
West Indian (except Cuban)	711	835	1,546	376	459	835	335	376	711	636	780	1,416
Other peoples	1,019	326	1,345	850	220	1,070	169	106	275	258	152	410
Total	247,625	182,376	430,001	161,586	105,532	267,118	86,039	76,844	162,883	137,673	109,685	247,358

TABLE XII-A.—*Emigrant aliens departed during specified periods, Jan. 1, 1919, to June 30, 1920, by races or peoples and sex.*

Race or people.	Year ended June 30, 1920.			6 months ended June 30, 1920.			6 months ended Dec. 31, 1919.			Year ended Dec. 31, 1919.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
African (black)	759	516	1,275	417	275	692	342	241	583	588	431	1,019
Armenian	573	11	584	401	4	405	172	7	179	176	7	183
Bohemian and Moravian	175	84	259	124	70	194	51	14	65	59	19	78
Bulgarian, Serbian, and Montenegrin	21,584	2,260	23,844	9,086	1,170	10,256	12,498	1,090	13,588	15,325	1,151	16,476
Chinese	2,844	117	2,961	1,339	44	1,383	1,505	73	1,578	2,549	110	2,659
Croatian and Slovenian	6,928	553	7,481	1,704	179	1,883	5,224	374	5,598	5,352	375	5,727
Cuban	1,053	545	1,598	450	230	680	603	315	918	902	471	1,373
Dalmatian, Bosnian, and Herzegovinian	1,401	132	1,533	1,074	123	1,197	327	9	336	328	10	338
Dutch and Flemish	1,867	1,149	3,016	914	461	1,375	953	688	1,641	1,587	1,072	2,659
East Indian	153	9	162	105	5	110	48	4	52	119	4	123
English	5,677	5,982	11,659	2,226	1,950	4,176	3,451	4,032	7,483	6,552	7,014	13,566
Finnish	1,002	445	1,447	450	199	649	552	246	798	788	336	1,124
French	3,826	3,200	7,026	1,425	1,084	2,509	2,401	2,116	4,517	4,453	3,642	8,095
German	2,737	1,441	4,178	1,835	926	2,761	902	515	1,417	1,017	583	1,600
Greek	19,051	1,268	20,319	6,654	523	7,177	12,397	745	13,142	25,777	1,015	26,792
Hebrew	261	97	358	143	36	179	118	61	179	217	115	332
Irish	1,961	2,674	4,635	623	741	1,364	1,338	1,933	3,271	1,936	2,683	4,619
Italian (north)	6,872	1,287	8,159	1,648	345	1,993	5,224	942	6,166	6,065	1,129	7,194
Italian (south)	72,046	8,909	80,955	17,051	2,633	19,684	54,995	6,276	61,271	87,505	8,109	95,614
Japanese	3,181	1,057	4,238	1,534	494	2,028	1,647	563	2,210	2,886	860	3,746
Korean	12	2	14	7	2	9	5	.....	5	17	2	19
Lithuanian	635	84	719	632	83	715	3	1	4	4	1	5
Magyar	12,502	2,117	14,619	10,975	1,979	12,954	1,527	138	1,665	1,531	143	1,674
Mexican	3,975	2,437	6,412	1,147	769	1,916	2,828	1,668	4,496	11,660	5,818	17,478
Pacific Islander	1	2	3	1	2	3	.....	.....	.....	2	.....	2
Polish	16,781	1,611	18,392	14,489	1,423	15,912	2,292	188	2,480	2,352	210	2,562
Portuguese	3,413	1,446	4,859	686	313	999	2,727	1,133	3,860	5,382	1,612	6,994
Roumanian	19,221	2,269	21,490	7,645	1,545	9,190	11,576	724	12,300	11,624	733	12,357
Russian	939	212	1,151	736	129	865	203	83	286	505	173	678
Ruthenian (Russniak)	614	79	693	589	78	667	25	1	26	25	1	26
Scandinavian (Norwegians, Danes, and Swedes)	4,531	3,715	8,246	1,710	1,515	3,225	2,821	2,200	5,021	4,711	3,337	8,048
Scotch	1,095	1,482	2,577	436	423	859	659	1,059	1,718	1,083	1,588	2,671
Slovak	10,191	1,377	11,568	7,854	1,133	8,987	2,337	244	2,581	2,468	264	2,732
Spanish	4,328	816	5,144	1,909	326	2,235	2,419	490	2,909	7,266	856	8,122
Spanish American	768	358	1,126	371	171	542	397	187	584	777	362	1,139
Syrian	1,451	201	1,652	244	61	305	1,207	140	1,347	1,304	150	1,454
Turkish	1,314	26	1,340	911	23	934	403	3	406	416	3	419
Welsh	112	83	195	46	30	76	66	53	119	110	90	200
West Indian (except Cuban)	285	341	626	153	180	333	132	161	293	248	283	531
Other peoples	1,629	173	1,802	598	84	682	1,031	89	1,120	1,153	137	1,290
Total	237,748	50,567	288,315	100,342	21,761	122,103	137,406	28,806	166,212	216,819	44,899	261,718

TABLE XIII.—*Sex, age, literacy, financial condition, etc., of nonimmigrant aliens admitted, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number admitted.	Sex.		Age.			Literacy, 16 years and over.								
							Can read but can not write.			Can neither read nor write.			Can read and write.		
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
African (black)	5,425	3,738	1,687	408	4,430	587	21	25	46	528	105	633	2,987	1,351	4,338
Armenian	198	177	21	15	164	19	.....	.....	.....	4	.....	4	167	12	179
Bohemian and Moravian (Czech)	135	112	23	3	100	32	.....	.....	.....	4	.....	4	107	21	128
Bulgarian, Serbian, and Montenegrin	1,770	1,708	62	35	1,479	256	.....	.....	.....	370	4	374	1,316	45	1,361
Chinese	11,698	11,557	141	268	10,439	991	1	1	2	68	23	91	11,252	85	11,337
Croatian and Slovenian	727	706	21	8	695	24	3	.....	3	7	1	8	690	18	708
Cuban	7,477	4,686	2,791	1,174	5,031	1,272	.....	.....	.....	7	8	15	4,022	2,266	6,288
Dalmatian, Bosnian, and Herzegovinian	22	17	5	4	14	4	.....	.....	.....	1	.....	1	14	3	17
Dutch and Flemish	4,423	2,907	1,516	632	3,086	705	.....	.....	.....	7	4	11	2,572	1,208	3,780
East Indian	121	114	7	3	100	18	.....	.....	.....	27	.....	27	84	7	91
English	35,200	22,440	12,820	3,153	24,433	7,674	2	.....	2	48	16	64	20,783	11,258	32,041
Finnish	320	247	73	26	251	43	.....	.....	.....	1	.....	1	220	63	283
French	10,892	7,251	3,641	760	7,995	2,137	1	1	2	176	37	213	6,664	3,253	9,917
German	1,830	1,328	502	155	1,295	380	.....	.....	.....	1	3	4	1,289	432	1,671
Greek	1,426	1,282	144	73	1,096	257	3	1	4	194	18	212	1,088	99	1,137
Hebrew	3,231	2,591	640	330	2,608	293	.....	4	4	7	39	46	2,412	439	2,851
Irish	4,330	2,676	1,654	281	3,112	937	.....	.....	.....	12	5	17	2,519	1,513	4,032
Italian (north)	3,046	2,240	806	378	2,263	405	4	2	6	72	19	91	1,987	584	2,571
Italian (south)	28,895	27,177	1,708	915	26,855	1,115	36	2	38	6,661	302	6,963	20,007	962	20,969
Japanese	6,895	5,779	1,116	333	5,688	874	.....	.....	.....	76	97	173	5,504	885	6,389
Korean	9	9	.....	.....	7	2	.....	.....	.....	.....	.....	.....	9	.....	9
Lithuanian	43	37	6	1	40	2	.....	.....	.....	3	.....	3	34	5	39
Magyar	54	40	14	.....	41	13	.....	.....	.....	5	.....	5	35	14	49
Mexican	17,350	11,836	5,514	1,355	13,056	2,439	34	85	119	271	442	713	10,566	4,097	14,663
Pacific Islander	33	22	11	.....	21	12	.....	.....	.....	.....	.....	.....	22	11	33
Polish	8,931	8,811	120	58	8,343	530	69	.....	69	864	4	868	7,850	86	7,936
Portuguese	964	730	234	98	756	110	3	1	4	73	14	87	600	175	775
Roumanian	956	836	120	82	592	282	.....	.....	.....	464	13	477	335	62	397
Russian	683	562	121	44	555	84	.....	.....	.....	15	5	20	515	104	619
Ruthenian (Russniak)	136	132	4	3	95	38	.....	.....	.....	64	2	66	66	1	67
Scandinavian (Norwegians, Danes, and Swedes)	8,529	5,905	2,624	768	6,589	1,172	.....	.....	.....	5	2	7	5,484	2,270	7,754
Scotch	7,055	4,720	2,335	733	5,295	1,027	.....	.....	.....	2	5	7	4,346	2,569	6,915
Slovak	1,372	1,302	70	20	1,255	97	.....	.....	.....	7	2	9	1,284	59	1,343

Spanish	7,442	5,674	1,768	689	5,692	1,061	2	2	4	42	30	72	5,282	1,395	6,677
Spanish American	5,102	3,340	1,762	562	3,703	837	.....	.....	.....	4	4	8	3,060	1,472	4,532
Syrian	991	741	250	206	679	106	1	.....	1	8	27	35	631	118	749
Turkish	55	41	14	14	35	6	.....	1	1	1	1	2	31	7	38
Welsh	735	484	251	81	501	153	.....	.....	.....	.....	1	1	444	209	653
West Indian (except Cuban)	1,989	1,183	806	222	1,421	346	1	1	2	24	2	26	1,045	694	1,739
Other peoples	435	227	208	24	362	49	1	.....	1	35	2	37	179	194	373
Total	191,575	145,355	46,220	14,414	150,172	26,989	182	126	308	10,158	1,237	11,395	127,412	38,046	165,458
Admitted in Philippine Islands	6,662	6,110	552	214	4,619	1,829	.....	.....	.....	.....	.....	4,189	.....	.....	2,473

TABLE XIII.—*Sex, age, literacy, financial condition, etc., of nonimmigrant aliens admitted, fiscal year ended June 30, 1920, by races or peoples*—Con.

Race or people.	Causes for exemption from literacy test under section 3.							Money.			By whom passage was paid.			Going to join—		Not going to join relative or friend.	Admitted in Philippine Islands.
	Join relatives.			Religious persecution, female.	Other causes.			Aliens bringing—		Total amount of money shown.	Self.	Relative.	Other than self or relative.	Relative.	Friend.		
	Male.	Female.	Total.		Male.	Female.	Total.	$50 or over.	Less than $50.								
African (black)	153	79	232	.....	375	26	401	1,591	2,965	$241,134	3,984	677	764	2,396	616	2,413	.....
Armenian	3	.....	3	.....	1	.....	1	139	10	30,841	126	21	51	114	39	45	.....
Bohemian and Moravian (Czech)	1	.....	1	.....	3	.....	3	134	18	27,671	91	10	34	83	16	36	.....
Bulgarian, Serbian, and Montenegrin	19	4	23	.....	351	.....	351	1,005	28	504,644	1,115	50	605	1,358	167	245	.....
Chinese	8	1	9	.....	60	22	82	2,423	7,112	966,865	10,665	885	148	650	160	10,888	5,280
Croatian and Slovenian	4	1	5	.....	3	.....	3	66	225	45,652	38	6	683	248	120	359	.....
Cuban	4	5	9	.....	3	3	6	5,142	989	444,966	5,022	2,373	82	2,296	684	4,497	.....
Dalmatian, Bosnian, and Herzegovinian	.....	.....	.....	.....	1	.....	1	13	4	3,963	14	4	4	14	4	4	.....
Dutch and Flemish	6	4	10	.....	1	.....	1	2,871	265	727,580	2,616	1,091	716	1,963	475	1,985	56
East Indian	.....	.....	.....	.....	27	.....	27	56	1	30,920	55	11	55	58	10	53	29
English	26	13	39	.....	22	3	25	20,976	1,979	3,807,335	20,464	7,179	7,617	16,645	3,839	14,776	426
Finnish	1	.....	1	.....	.....	.....	.....	215	22	44,546	196	46	88	135	40	145	.....
French	24	19	43	.....	152	18	170	5,663	1,211	1,058,601	6,586	1,306	3,000	5,191	1,236	4,465	48
German	.....	2	2	.....	1	1	2	1,212	71	353,239	1,384	282	164	919	277	634	6
Greek	50	14	64	.....	144	4	148	973	168	499,446	1,163	149	114	813	184	429	.....
Hebrew	5	36	41	.....	2	3	5	1,186	254	351,032	1,205	594	1,432	2,182	463	586	.....
Irish	6	5	11	.....	6	.....	6	2,358	488	449,748	2,725	635	970	2,336	510	1,484	13
Italian (north)	7	11	18	.....	65	8	73	2,000	343	460,252	2,295	540	211	1,971	248	827	.....
Italian (south)	5,619	183	5,802	.....	1,042	119	1,161	4,665	4,518	776,896	4,954	1,234	22,697	26,748	1,140	997	11
Japanese	4	9	13	.....	72	88	160	4,694	1,474	1,723,895	5,457	1,263	175	1,795	1,524	3,576	335
Korean	.....	.....	.....	.....	.....	.....	.....	8	2	576	9	.....	.....	5	2	2	.....
Lithuanian	1	.....	1	.....	2	.....	2	22	4	3,965	14	4	25	22	7	14	.....
Magyar	2	.....	2	.....	3	.....	3	36	2	19,171	43	5	6	24	9	21	.....
Mexican	41	222	263	1	230	219	449	3,512	13,197	943,992	13,800	3,349	201	8,068	671	8,611	.....
Pacific Islander	.....	.....	.....	.....	.....	.....	.....	22	.....	2,310	14	8	11	4	.....	29	.....
Polish	534	2	536	.....	330	2	332	1,760	107	402,203	1,088	93	7,750	7,112	1,495	324	.....
Portuguese	21	10	31	.....	52	4	56	435	346	93,632	581	194	189	415	201	348	41
Roumanian	34	6	40	.....	430	7	437	676	31	364,136	833	113	10	766	56	134	.....
Russian	3	5	8	.....	12	.....	12	390	76	71,749	407	84	192	259	107	317	111
Ruthenian (Russniak)	27	1	28	.....	37	1	38	121	2	51,230	131	5	.....	117	2	17	.....

Scandinavian (Norwegians, Danes, and Swedes)	4	2	6	.....	1	.....	1	4,861	729	1,255,770	5,746	1,487	1,296	4,677	1,339	2,513	33
Scotch	1	5	6	.....	1	.....	1	4,183	615	800,171	4,622	1,466	1,567	3,982	1,003	2,670	23
Slovak	7	2	9	.....	.....	.....	.....	154	26	45,070	192	30	1,150	855	183	334	.....
Spanish	24	18	42	.....	18	12	30	4,912	1,323	1,325,809	5,422	1,347	603	2,543	1,276	3,623	190
Spanish American	1	1	2	.....	3	3	6	3,149	82	764,098	3,183	1,459	460	1,764	940	2,398	.....
Syrian	2	20	22	.....	6	7	13	611	51	814,647	671	312	8	387	140	464	10
Turkish	.....	.....	.....	.....	1	1	2	34	13	53,845	31	21	3	8	2	45	.....
Welsh	.....	1	1	.....	.....	.....	.....	384	32	68,926	418	148	169	391	102	242	.....
West Indian (except Cuban)	23	2	25	.....	1	.....	1	1,071	298	240,020	1,374	506	109	922	331	736	.....
Other peoples	5	1	6	.....	30	1	31	297	61	60,932	268	132	35	170	52	213	50
Total	6,670	684	7,354	1	3,488	552	4,040	84,020	39,142	19,931,478	109,062	29,119	53,394	100,406	19,670	71,499	6,662

TABLE XIII-A.—*Sex, age, and length of residence in United States of nonemigrant aliens departed, fiscal year ended June 30, 1920, by races or peoples.*

Race or people.	Number departed.	Sex.		Age.			Continuous residence in the United States.					Residence outside United States.	Departed from Philippine Islands.
		Male.	Female.	Under 16 years	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.		
African (black)	2,118	1,624	494	119	1,678	321	71	51	8	5	7	1,976	.....
Armenian	91	84	7	1	73	17	13	33	7	.....	.....	38	.....
Bohemian and Moravian (Czech)	59	48	11	1	54	4	.....	7	3	1	.....	48	.....
Bulgarian, Serbian, and Montenegrin	1,893	1,735	158	62	1,389	442	20	410	56	7	4	1,396	.....
Chinese	11,248	11,095	153	295	9,973	980	145	148	48	65	74	10,768	9,161
Croatian and Slovenian	268	223	45	17	192	59	10	126	24	2	.....	106	.....
Cuban	7,567	4,875	2,692	1,113	5,237	1,217	79	14	5	.....	4	7,465	.....
Dalmatian, Bosnian, and Herzegovinian	85	79	6	.....	63	22	.....	49	7	1	1	27	.....
Dutch and Flemish	4,341	2,779	1,562	574	3,028	739	233	741	151	48	12	3,156	40
East Indian	42	39	3	1	34	7	.....	2	1	.....	.....	39	42
English	33,588	20,400	13,188	3,067	22,904	7,617	1,315	2,308	514	165	175	29,111	554
Finnish	557	348	209	24	471	62	64	257	45	18	3	170	.....
French	8,008	5,055	2,953	681	5,745	1,582	130	163	38	20	24	7,633	66
German	1,305	894	411	92	1,021	192	77	311	70	21	25	801	12
Greek	1,948	1,781	167	59	1,480	409	220	486	90	19	10	1,123	.....
Hebrew	1,025	827	198	107	828	90	20	20	2	3	4	976	.....
Irish	3,338	1,620	2,218	161	3,032	595	152	1,202	370	95	94	1,925	7
Italian (north)	2,213	1,609	604	300	1,623	290	55	278	54	17	7	1,802	.....
Italian (south)	8,727	7,081	1,646	905	6,497	1,325	160	942	155	61	29	7,380	7
Japanese	11,415	8,515	2,900	101	8,913	2,401	3,016	2,260	2,711	1,019	707	1,702	770
Korean	22	17	5	.....	19	3	2	5	4	7	1	3	.....
Lithuanian	25	22	3	1	21	3	.....	6	.....	.....	.....	19	.....
Magyar	208	171	37	19	118	71	1	91	9	1	1	105	.....
Mexican	4,742	3,281	1,461	608	3,614	520	53	28	6	1	.....	4,654	.....
Pacific Islander	5	4	1	.....	4	1	.....	.....	.....	.....	.....	5	.....
Polish	1,223	1,111	112	34	828	361	52	176	16	5	3	971	.....
Portuguese	1,086	753	333	137	796	153	162	353	125	28	12	406	59
Roumanian	1,023	898	125	65	676	282	11	62	15	5	3	927	.....
Russian	391	306	85	24	312	55	44	24	8	3	3	309	107
Ruthenian (Russniak)	32	27	5	1	26	5	3	1	1	.....	.....	27	.....
Scandinavian (Norwegians, Danes, and Swedes)	12,174	7,351	4,823	732	9,887	1,555	1,157	4,278	768	277	125	5,569	27
Scotch	4,888	2,704	2,184	565	3,280	1,043	131	359	82	16	14	4,286	30
Slovak	478	404	74	15	341	122	19	209	26	12	3	209	.....
Spanish	5,159	3,910	1,249	531	3,866	762	346	155	79	20	45	4,514	171
Spanish American	4,413	3,025	1,388	488	3,264	661	125	26	4	2	5	4,251	.....
Syrian	730	565	165	100	514	116	20	133	22	3	2	550	3

Turkish	178	119	54	20	119	34	2	15	4	1	2	149	2
Welsh	303	189	114	41	197	65	4	47	16	2	.....	234	.....
West Indian (except Cuban)	1,948	1,167	781	214	1,393	341	64	33	7	9	28	1,907	.....
Other peoples	388	229	159	32	299	57	24	22	4	3	30	305	61
Total	139,747	96,964	42,783	11,307	103,859	24,581	8,000	15,831	5,555	1,962	1,457	106,942	11,109
Departed from Philippine Islands	11,109	10,189	920	1,071	7,518	2,520	.....	.....	.....	.....	.....	.....	.....

TABLE XIV.—*Nonimmigrant aliens admitted, fiscal year ended June 30, 1920, by countries.*

Country of last permanent residence.	Country of intended future residence.												
	Austria.	Hungary.	Belgium.	Bulgaria.	Czecho-slovakia.	Den-mark.	Finland.	France, including Corsica.	Germany.	Greece.	Italy, including Sicily and Sardinia.	Nether-lands.	Norway.
Austria	39		1										
Hungary		14			1								
Belgium			384					5				1	
Bulgaria				13				1					
Czechoslovakia					112			3					
Denmark						469							
Finland							74						
France, including Corsica			4					3,767			2		
Germany									204				
Greece										145		1	
Italy, including Sicily and Sardinia								2		1	866		
Netherlands			1			1						704	
Norway								2			8		1,240
Poland								1				1	
Portugal, including Cape Verde and Azores Islands								2			1		
Roumania								4					
Russia			4		6	24		65	10		1		3
Spain, including Canary and Balearic Islands								7					
Sweden								5					
Switzerland								2	2				
United Kingdom	2		5	45	9		2	25	16	14	72	13	6
Total Europe	41	14	399	58	128	494	76	3,891	232	160	950	720	1,249
China			28	1		43	7	64			11	41	36
Japan			19		2	5	1	88		2	15	12	3
India			1					4				2	2
Other Asia			3			14		14		3		692	9
Total Asia			51	1	2	62	8	170		5	26	747	50
Africa						1						7	
Australia, Tasmania, and New Zealand			1			6		24			2	7	1
Pacific Islands, not specified								160	7			63	
British North America	7	17	144	901	43	165	71	725	115	472	3,213	201	360

Central America			19			9		127	2	[illegible]	27	1	1
Mexico			5					51	2	[illegible]	22	29	1
South America	2		21		4	51		242	5	5	75	30	17
West Indies			32	2		7		211	38	[illegible]	61	25	8
United States			8			36		15	5		5	5	2
Other countries								7	1				
Grand total	50	31	680	962	177	831	155	5,623	407	653	4,381	1,828	1,689
Male	39	19	482	936	131	559	115	3,943	290	591	3,644	1,272	1,325
Female	11	12	198	26	46	272	40	1,680	117	68	737	556	364

TABLE XIV.—*Nonimmigrant aliens admitted, fiscal year ended June 30, 1920, by countries*—Continued.

Country of last permanent residence.	Country of intended future residence.											
	Poland.	Portugal, including Cape Verde and Azores Islands.	Roumania.	Russia.	Serbs, Croats, and Slovenes, Kingdom of.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	Turkey in Europe.	United Kingdom.	Other Europe.	Total Europe.
Austria	.....	.....	.....	2	.....	.....	.....	5	.....	1	.....	48
Hungary	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	15
Belgium	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	392
Bulgaria	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Czechoslovakia	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	115
Denmark	.....	.....	.....	18	.....	.....	.....	.....	.....	.....	.....	437
Finland	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	74
France, including Corsica	.....	.....	1	18	.....	3	.....	.....	.....	10	1	3,806
Germany	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	206
Greece	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	147
Italy, including Sicily and Sardinia	.....	.....	.....	.....	.....	.....	.....	1	.....	5	.....	875
Netherlands	.....	.....	.....	.....	.....	1	1	.....	.....	2	.....	710
Norway	.....	.....	.....	1	.....	.....	.....	.....	.....	3	.....	1,254
Poland	145	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	147
Portugal, including Cape Verde and Azores Islands	.....	85	.....	.....	.....	.....	.....	.....	.....	1	.....	89
Roumania	.....	.....	99	2	.....	.....	.....	.....	.....	.....	.....	105
Russia	3	.....	1	82	.....	.....	9	.....	.....	78	1	287
Serbs, Croats, and Slovenes, Kingdom of	.....	.....	.....	.....	58	.....	.....	.....	.....	.....	.....	58
Spain, including Canary and Balearic Islands	.....	.....	.....	.....	.....	885	.....	.....	.....	13	.....	905
Sweden	.....	.....	.....	3	.....	.....	715	.....	.....	7	.....	730
Switzerland	.....	.....	.....	.....	.....	.....	.....	565	.....	20	.....	589
Turkey in Europe	.....	.....	.....	.....	.....	.....	.....	.....	51	.....	.....	51
United Kingdom	30	.....	28	15	.....	3	20	1	1	10,347	.....	10,654
Other Europe	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	46	46
Total Europe	178	85	129	143	58	892	745	572	52	10,490	48	21,804
China	.....	28	5	6	.....	.....	62	21	.....	643	2	998
Japan	1	.....	.....	1	.....	2	23	19	1	459	2	656
India	.....	.....	.....	.....	.....	.....	.....	.....	.....	128	.....	137
Turkey in Asia	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1
Other Asia	.....	4	.....	.....	.....	.....	.....	18	.....	114	.....	871
Total Asia	1	32	5	7	.....	2	85	58	1	1,345	4	2,662

Africa	.....	.....	1	.....	.....	1	.....	2	.....	6	.....	29	.....	31
Australia, Tasmania, and New Zealand	.....	.....	.....	.....	1	.....	.....	.....	4	6	.....	1,375	.....	1,428
Pacific Islands, not specified	.....	.....	.....	.....	.....	.....	.....	.....	4	6	.....	32	.....	273
British North America	.....	543	8	867	16	25	29	413	79	31	3,269	.....	872	12,116
Central America	.....	.....	.....	.....	.....	.....	91	3	11	.....	129	24	.....	444
Mexico	.....	.....	.....	.....	.....	.....	133	3	1	.....	47	.....	.....	286
South America	.....	.....	5	.....	4	14	67	6	26	.....	489	.....	.....	1,068
West Indies	.....	.....	15	1	.....	5	227	5	5	.....	414	.....	.....	1,066
United States	.....	1	.....	.....	.....	.....	32	13	12	.....	49	.....	.....	188
Other countries	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	8
Grand total	.....	723	146	1,032	171	102	1,475	1,281	775	84	17,668	448	41,372	
Male	.....	606	102	916	127	80	1,122	943	563	53	11,862	422	30,142	
Female	.....	117	44	116	44	22	353	338	212	31	5,806	26	11,230	

TABLE XIV.—*Nonimmigrant aliens admitted, fiscal year ended June 30, 1920, by countries*—Continued.

Country of last permanent residence.	Country of intended future residence.																		
	China.	Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Australia, Tasmania, and New Zealand.	Pacific Islands, not specified.	British North America.	Central America.	Mexico.	South America.	West Indies.	United States.	Other countries.	Grand total.	Male.	Female.	Admitted in Philippine Islands.
Austria										1		1					50	33	17	
Hungary										2				1			18	11	7	
Belgium	15					15		1	6	509	19	21	9	14			986	609	377	
Bulgaria										5		1		3			23	18	5	
Czechoslovakia		1				1				9	3	1	1	4			134	89	45	
Denmark	28	12			2	42		12		151	4	8	11	16			731	495	236	
Finland	2	2				4				12		1					91	69	22	
France, including Corsica	23	42			1	66	1	42	98	1,882	97	153	106	274	2	48	6,575	4,710	1,865	10
Germany		9				9				6		8	9	6			244	153	91	
Greece										63						3	213	169	44	
Italy, including Sicily and Sardinia	1	8				9		6		3,102	7	57	27	47			4,130	2,848	1,282	2
Netherlands	8	5	8		1	22		1	9	46	5	31	5	10			839	675	164	
Norway	57	22	1			80	2	3	13	221	24	9	64	10			1,680	1,326	354	
Poland	2					2				261		3		1			414	182	232	
Portugal, including Cape Verde and Azores Islands	12	3				15				15			27	1			147	113	34	
Roumania										27							132	65	67	
Russia		2				2	1			15				1			306	245	61	13
Serbs, Croats, and Slovenes, Kingdom of										9			1	2			70	48	22	
Spain, including Canary and Balearic Islands		8				8	1			65	35	110	42	228	1		1,395	1,069	326	38
Sweden	43	15	1			59		5		173		6	17	13			1,003	719	284	
Switzerland	13	13				26		1	3	72	25	26	28	14		1	785	586	199	
Turkey in Europe	2					2				13		1		45			112	48	64	
United Kingdom	453	231	37		12	733	5	618	21	2,914	116	233	315	429	1	1	16,040	10,465	5,575	56
Other Europe				1		1				32							79	68	11	12
Total Europe	659	373	47	1	16	1,096	10	689	150	9,605	335	670	662	1,119	4	53	36,197	24,813	11,384	131
China	391		1		10	402	1	6		60	45	1,979	11	6,840			10,342	9,790	552	605
Japan	2	803	1			806				28	1	17	18	3			1,528	1,355	173	96
India	2		243			245		1		43				2			428	320	108	18

Turkey in Asia	.....	.....	.....	114	.....	114	.....	1	.....	29	18	9	1	81	.....	.....	254	143	111	.....
Other Asia	1	2	.....	.....	36	39	.....	1	.....	13	2	.....	3	5	.....	.....	934	570	364	149
Total Asia	396	805	245	114	46	1,606	1	9	.....	173	66	2,005	33	6,931	.....	.....	13,486	12,178	1,308	868
Africa	.....	1	.....	.....	.....	1	223	.....	.....	49	5	.....	11	9	.....	.....	329	229	100	.....
Australia, Tasmania, and New Zealand	1	11	.....	.....	1	13	.....	1,858	7	92	.....	2	37	4	.....	.....	3,441	2,163	1,278	49
Pacific Islands, not specified	.....	7	.....	.....	.....	7	.....	7	132	5	.....	.....	.....	.....	.....	.....	423	310	113	.....
British North America	16	14	12	7	15	64	27	43	6	6,516	11	64	142	413	.....	70	19,472	14,323	5,149	.....
Central America	19	4	1	52	2	78	64	.....	2	55	2,053	40	14	123	7	.....	2,880	1,816	1,064	.....
Mexico	131	1	.....	.....	.....	132	6	.....	.....	35	3	6,073	45	23	.....	.....	6,613	4,866	1,747	.....
South America	22	33	.....	2	1	58	.....	7	4	161	9	49	3,426	215	1	4	4,997	3,309	1,688	.....
West Indies	865	7	.....	39	1	912	5	12	3	634	38	22	81	16,498	27	4	19,301	12,712	6,589	.....
United States	1	15	.....	.....	.....	16	.....	4	1	145	6	16	48	108	83,747	1	84,275	68,503	15,772	5,580
Other countries	.....	.....	.....	.....	.....	.....	.....	.....	.....	104	.....	.....	.....	.....	.....	49	161	133	28	34
Grand total	2,110	1,271	305	215	82	3,983	336	2,629	305	17,574	2,526	8,941	4,499	25,443	83,786	181	191,575	.....	.....	6,662
Male	1,726	1,099	241	129	67	3,262	235	1,709	209	11,035	1,644	7,038	3,072	18,722	68,138	149	.....	145,355	.....	.....
Female	384	172	64	86	15	721	101	920	96	6,539	882	1,903	1,427	6,721	15,648	32	.....	.....	46,220	.....

TABLE XIV-A.—*Nonemigrant aliens departed, fiscal year ended June 30, 1920, by countries.*

Country of last permanent residence.	Country of intended future residence.																				
	Austria.	Hungary.	Belgium.	Bulgaria.	Czechoslovakia.	Denmark.	Finland.	France, including Corsica.	Germany.	Greece.	Italy, including Sicily and Sardinia.	Netherlands.	Norway.	Poland.	Portugal, including Cape Verde and Azores Islands.	Roumania.	Russia.	Serbs, Croats, and Slovenes, Kingdom of.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	Turkey in Europe.
Austria	52																2				
Hungary		101																		1	
Belgium			519																		
Bulgaria				890																	
Czechoslovakia					126																
Denmark						916											14				
Finland							96														
France, including Corsica								2,733									18		2	1	
Germany									191										1		
Greece										947		1									
Italy, including Sicily and Sardinia											4,945										
Netherlands												1,369									
Norway													1,362								
Poland														806							
Portugal, including Cape Verde and Azores Islands															160						
Roumania																791					
Russia													2				207			1	1
Serbs, Croats, and Slovenes, Kingdom of																		550			
Spain, including Canary and Balearic Islands								4											1,421		
Sweden																	4			1,149	
Switzerland									1												638
Turkey in Europe																					130
United Kingdom	1		1					2			4						7		3	1	
Other Europe																					
Total Europe	53	101	520	890	126	916	96	2,739	192	947	4,949	1,370	1,364	806	160	791	252	550	1,427	1,151	640	131

China			2			3		5			1	5	6						1	6		
Japan						4		13			1	5							2			
India						1							1									
Turkey in Asia																						
Other Asia												1										
Total Asia			2			8		18			2	11	7						3	6		
Africa																						
Australia, Tasmania, and New Zealand						2														3		
Pacific Islands, not specified												18										
British North America			4	3		19	8	14	3	9	402	10	25	28		137	1	16	8	31	3	
Central America							1	2	4		12	1							39		1	
Mexico						1		3	5		9	1	2						27			
South America			2			1		10			6	2	4		2				23		4	
West Indies						1		13			22	4	5						126	1	1	
United States			6	1				10		1	1	6	3			6			20	2	1	
Other countries																						
Grand total	53	101	534	894	126	948	105	2,809	204	957	5,403	1,423	1,410	834	162	934	253	566	1,673	1,194	650	131
Male	47	85	351	879	106	612	82	1,650	145	894	4,588	918	995	804	129	834	201	476	1,247	850	467	111
Female	6	16	183	15	20	336	23	1,159	59	63	815	505	415	30	33	100	52	90	426	344	183	20
Departed from Philippine Islands								9	1		1						80		47			

TABLE XIV-A.—*Nonemigrant aliens departed, fiscal year ended June 30, 1920, by countries*—Continued.

Country of last permanent residence.	Country of intended future residence.																				
	United Kingdom.	Other Europe.	Total Europe.	China.	Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Australia, Tasmania, and New Zealand.	Pacific Islands, not specified.	British North America.	Central America.	Mexico.	South America.	West Indies.	United States.	Other countries.	Grand total.	Male.	Female.
Austria	.....	....	54	.....	6	.....	.....	.....	6	....	.....	.....	1	.....	1	.....	1	3	....	66	57	9
Hungary	2	....	104	.....	.....	.....	.....	.....	.....	....	.....	.....	.....	.....	.....	.....	.....	2	....	106	89	17
Belgium	.....	....	519	12	.....	.....	.....	2	14	....	.....	.....	517	8	7	4	10	6	....	1,085	652	433
Bulgaria	.....	....	890	.....	.....	.....	.....	.....	.....	....	.....	.....	6	.....	.....	1	4	.....	....	901	884	17
Czechoslovakia	.....	....	126	.....	.....	.....	.....	.....	.....	....	.....	.....	8	.....	.....	.....	.....	1	....	135	110	25
Denmark	.....	....	930	16	3	.....	.....	.....	19	....	2	....	185	5	4	2	8	33	....	1,188	785	403
Finland	.....	....	96	.....	.....	.....	.....	.....	.....	....	.....	.....	16	.....	.....	.....	.....	.....	....	112	82	30
France, including Corsica	2	....	2,756	12	22	1	.....	5	40	1	2	.....	2,096	51	43	33	62	80	....	5,163	3,333	1,830
Germany	.....	....	192	1	.....	.....	.....	.....	1	....	.....	.....	89	.....	4	.....	.....	3	....	289	196	93
Greece	.....	....	948	.....	.....	.....	.....	.....	.....	2	.....	.....	57	1	1	.....	1	15	....	1,025	941	84
Italy, including Sicily and Sardinia	1	....	4,946	4	2	.....	.....	.....	6	....	.....	.....	3,113	21	6	5	25	44	....	8,166	6,380	1,786
Netherlands	1	....	1,370	10	4	9	.....	2	25	....	.....	13	55	2	13	3	13	45	1	1,540	1,003	537
Norway	2	....	1,364	30	2	.....	.....	.....	32	....	2	.....	274	15	1	18	5	31	....	1,742	1,241	501
Poland	.....	....	806	.....	.....	.....	.....	.....	.....	....	.....	.....	124	.....	.....	1	6	.....	....	937	831	106
Portugal, including Cape Verde and Azores Islands	.....	....	160	2	.....	.....	.....	.....	2	....	.....	.....	15	1	.....	7	.....	3	....	188	151	37
Roumania	1	....	792	.....	.....	.....	.....	.....	.....	....	.....	.....	21	.....	.....	.....	.....	1	....	814	719	95
Russia	13	....	224	3	6	.....	.....	.....	9	....	.....	.....	10	.....	5	.....	2	22	....	272	214	58
Serbs, Croats, and Slovenes, Kingdom of	.....	....	550	.....	.....	.....	.....	.....	.....	....	.....	.....	9	.....	.....	.....	.....	.....	....	559	465	94
Spain, including Canary and Balearic Islands	2	....	1,427	3	.....	.....	.....	.....	3	....	.....	.....	56	24	20	26	361	278	....	2,195	1,689	506
Sweden	.....	....	1,153	7	3	.....	.....	.....	10	....	.....	.....	186	1	1	4	4	46	....	1,405	983	422
Switzerland	.....	....	639	.....	5	1	.....	.....	6	....	.....	.....	88	17	.....	2	5	14	....	771	552	219
Turkey in Europe	.....	....	130	.....	.....	.....	.....	.....	.....	....	.....	.....	15	.....	.....	.....	15	.....	....	160	122	38
United Kingdom	11,660	....	11,679	143	108	4	.....	11	266	6	178	2	3,012	121	62	79	248	495	....	16,148	10,282	5,866
Other Europe	.....	93	93	.....	.....	.....	.....	.....	.....	....	.....	.....	29	.....	.....	1	2	4	....	129	115	14
Total Europe	11,684	93	31,948	243	161	15	.....	20	439	9	184	15	9,981	267	168	186	772	1,126	1	45,096	31,876	13,220

China	69	....	98	2,254	2	.....	.....	.....	2,256	.....	.....	.....	58	44	1,599	3	5,442	1	....	9,501	8,988	513
Japan	72	....	97	3	1,632	.....	.....	1	1,636	.....	.....	3	12	3	19	11	1	13	....	1,795	1,539	256
India	29	....	31	1	.....	136	.....	.....	137	.....	.....	.....	39	.....	.....	.....	.....	.....	....	207	144	63
Turkey in Asia	.....	....	.....	.....	.....	.....	125	.....	125	.....	.....	.....	28	.....	2	.....	48	18	....	221	143	78
Other Asia	3	....	4	6	1	.....	.. ..	190	197	.....	.....	.....	13	.....	.....	.....	.....	4	....	218	152	66
Total Asia	173	....	230	2,264	1,635	136	125	191	4,351	.....	.....	3	150	47	1,620	14	5,491	36	....	11,942	10,966	976
Africa	7	....	7	.....	.....	.....	.....	.....	.....	140	.....	.....	34	9	.....	12	3	3	....	208	136	72
Australia, Tasmania, and New Zealand	107	....	112	3	1	.....	.....	.....	4	.....	3,040	.....	67	.....	.....	9	.....	2	....	3,234	2,018	1,216
Pacific Islands, not specified	.....	....	18	1	4	.....	.....	.....	5	.....	14	277	5	.....	.....	.....	3	.....	....	322	193	129
British North America	1,278	....	1,999	21	9	8	1	1	40	16	9	1	9,028	40	31	45	89	55	....	11,353	7,099	4,254
Central America	34	....	94	9	.....	.....	.....	.....	9	9	.....	.....	55	1,902	23	5	117	33	....	2,247	1,525	722
Mexico	29	....	77	18	1	.....	.....	.....	19	.....	.....	.....	49	36	4,705	13	57	71	....	5,027	3,515	1,512
South America	85	....	139	23	7	.....	1	.....	31	.....	8	.....	261	21	23	3,518	238	85	....	4,324	2,923	1,401
West Indies	64	....	237	582	.....	.....	31	1	614	.....	.....	5	673	35	32	49	16,130	312	....	18,087	12,584	5,503
United States	103	....	160	.....	1	.....	.....	.....	1	1	.....	.....	3,963	1	74	3	864	32,669	....	37,736	23,985	13,751
Other countries	17	....	17	.....	.....	.....	.....	.....	.....	.....	.....	.....	120	.....	1	.....	.....	10	23	171	144	27
Grand total	13,581	93	35,038	3,164	1,819	159	158	213	5,513	175	3,255	301	24,386	2,358	6,677	3,854	23,764	34,402	24	139,747	.....	.....
Male	8,878	86	25,435	2,659	1,553	117	115	145	4,589	118	2,042	180	15,458	1,626	5,127	2,666	18,188	21,513	22	.....	98,964	.....
Female	4,703	7	9,603	505	266	42	43	68	924	57	1,213	121	8,928	732	1,550	1,188	5,576	12,889	2	.....	.....	42,783
Departed from Philippine Islands	101	17	256	986	681	20	.....	145	1,832	.....	110	.....	.....	.....	.....	.....	.....	8,885	26	11,109	10,189	920

TABLE XV.—*Immigrant aliens admitted, fiscal years ended June 30, 1899,[1] to 1920, by races or peoples.*

Race or people.	1899	1900	1901	1902	1903	1904	1905	1906
African (black)	412	714	594	832	2,174	2,386	3,598	3,796
Armenian	674	962	1,855	1,151	1,759	1,745	1,878	1,895
Bohemian and Moravian (Czech)	2,526	3,060	3,766	5,590	9,591	11,911	11,757	12,958
Bulgarian, Serbian, and Montenegrin	94	204	611	1,291	6,479	4,577	5,823	11,548
Chinese	1,638	1,250	2,452	1,631	2,192	4,327	1,971	1,485
Croatian and Slovenian	8,632	17,184	17,928	30,233	32,907	21,242	35,104	44,272
Cuban	1,374	2,678	1,622	2,423	2,944	4,811	7,259	5,591
Dalmatian, Bosnian, and Herzegovinian	367	675	732	1,004	1,736	2,036	2,639	4,568
Dutch and Flemish	1,860	2,702	3,299	4,117	6,496	7,832	8,498	9,739
East Indian	15	9	20	84	83	258	145	271
English	10,712	10,897	13,488	14,942	28,451	41,479	50,865	45,079
Finnish	6,097	12,612	9,999	13,868	18,864	10,157	17,012	14,136
French	2,278	2,095	4,036	4,122	7,166	11,557	11,347	10,379
German	26,632	29,682	34,742	51,686	71,782	74,790	82,360	86,813
Greek	2,396	3,773	5,919	8,115	14,376	12,625	12,144	23,127
Hebrew	37,415	60,764	58,098	57,688	76,203	106,236	129,910	153,748
Irish	32,345	35,607	30,404	29,001	35,366	37,076	54,266	40,959
Italian (north)	13,091	17,316	22,103	27,620	37,429	36,699	39,930	46,286
Italian (south)	65,639	84,346	115,704	152,915	196,117	159,329	186,390	240,528
Japanese	3,395	12,628	5,249	14,455	20,041	14,382	11,021	14,243
Korean	22	71	47	28	564	1,907	4,929	127
Lithuanian	6,858	10,311	8,815	11,629	14,432	12,780	18,604	14,257
Magyar	5,700	13,777	13,311	23,610	27,124	23,883	46,030	44,261
Mexican	163	261	350	715	488	447	227	141
Pacific Islander	172	188	167	160	185	41	22	13
Polish	28,466	46,938	43,617	69,620	82,343	67,757	102,437	95,835
Portuguese	2,096	4,241	4,176	5,309	8,433	6,338	4,855	8,729
Roumanian	96	398	761	2,033	4,740	4,364	7,818	11,425
Russian	1,774	1,200	672	1,551	3,608	3,961	3,746	5,814
Ruthenian (Russniak)	1,400	2,832	5,288	7,533	9,843	9,592	14,473	16,257
Scandinavian (Norwegians, Danes, and Swedes)	23,249	32,952	40,277	55,780	79,347	61,029	62,284	58,141
Scotch	1,752	1,757	2,004	2,432	6,219	11,483	16,144	16,463
Slovak	15,838	29,243	29,343	36,934	34,427	27,940	52,367	38,221
Spanish	996	1,111	1,202	1,954	3,297	4,662	5,590	5,332
Spanish American	110	97	276	496	978	1,666	1,658	1,585
Syrian	3,708	2,920	4,064	4,962	5,551	3,653	4,822	5,824
Turkish	28	184	136	165	449	1,482	2,145	2,033
Welsh	1,359	762	674	760	1,278	1,820	2,531	2,367
West Indian (except Cuban)	144	78	82	137	1,497	1,942	1,548	1,476
Other peoples	193	73	35	147	89	668	351	1,027
Total	311,715	448,572	487,918	648,743	857,046	812,870	1,026,499	1,100,735

[1] Alien arrivals previous to July 1, 1898, were not recorded by race or people.

TABLE XV.—*Immigrant aliens admitted, fiscal years ended June 30, 1899, to 1920, by races or peoples*—Continued.

Race or people.	1907	1908	1909	1910	1911	1912	1913	1914
African (black)	5,235	4,626	4,307	4,966	6,721	6,759	6,634	8,447
Armenian	2,644	3,299	3,108	5,508	3,092	5,222	9,353	7,785
Bohemian and Moravian (Czech)	12,554	10,164	6,350	8,462	9,223	8,439	11,091	9,928
Bulgarian, Serbian, and Montenegrin	27,174	18,246	6,214	15,130	10,222	10,657	9,087	15,084
Chinese	770	1,263	1,841	1,770	1,307	1,608	2,022	2,354
Croatian and Slovenian	47,826	20,472	20,181	39,562	18,982	24,366	42,499	37,284
Cuban	5,475	3,323	3,380	3,331	3,914	3,155	3,099	3,539
Dalmatian, Bosnian, and Herzegovinian	7,393	3,747	1,888	4,911	4,400	3,672	4,520	5,149
Dutch and Flemish	12,467	9,526	8,114	13,012	13,862	10,935	14,507	12,566
East Indian	1,072	1,710	337	1,782	517	165	188	172
English	51,126	49,056	39,021	53,498	57,258	49,689	55,522	51,746
Finnish	14,860	6,746	11,687	15,736	9,779	6,641	12,756	12,805
French	9,392	12,881	19,423	21,107	18,132	18,382	20,652	18,166
German	92,926	73,038	58,534	71,380	66,471	65,343	80,865	79,871
Greek	46,283	28,808	20,262	39,135	37,021	31,566	38,644	45,881
Hebrew	149,182	103,387	57,551	84,260	91,223	80,595	101,330	138,051
Irish	38,706	36,427	31,185	38,382	40,246	38,922	37,023	33,898
Italian (north)	51,564	24,700	125,150	30,780	30,312	26,443	42,534	44,802
Italian (south)	242,497	110,547	65,248	192,673	159,638	135,830	231,613	251,612
Japanese	30,824	16,418	3,275	2,798	4,575	6,172	8,302	8,941
Korean	39	26	11	19	8	33	64	152
Lithuanian	25,884	13,720	15,254	22,714	17,027	14,078	24,647	21,584
Magyar	60,071	24,378	28,704	27,302	19,996	23,599	30,610	44,538
Mexican	91	5,682	15,591	17,760	18,784	22,001	10,964	13,089
Pacific Islander	3	2	7	61	12	3	11	1
Polish	138,033	68,105	77,565	128,348	71,446	85,163	174,365	122,657
Portuguese	9,648	6,809	4,606	7,657	7,469	9,403	13,566	9,647
Roumanian	19,200	9,629	8,041	14,199	5,311	8,329	13,451	24,070
Russian	16,807	17,111	10,038	17,294	18,721	22,558	51,472	44,957
Ruthenian (Russniak)	24,081	12,361	15,808	27,907	17,724	21,965	30,588	36,727
Scandinavian (Norwegians, Danes, and Swedes)	53,425	32,789	34,996	52,037	45,859	31,601	38,737	36,053
Scotch	20,516	17,014	16,446	24,612	25,625	20,293	21,293	18,997
Slovak	42,041	16,170	22,586	32,416	21,415	25,281	27,224	25,819
Spanish	9,495	6,636	4,939	5,837	8,068	9,070	9,042	11,094
Spanish American	1,060	1,063	890	900	1,153	1,342	1,363	1,544
Syrian	5,880	5,520	3,668	6,317	5,444	5,525	9,210	9,023
Turkish	1,902	2,327	820	1,283	918	1,336	2,015	2,698
Welsh	2,754	2,504	1,699	2,244	2,248	2,239	2,820	2,558
West Indian (except Cuban)	1,381	1,110	1,024	1,150	1,141	1,132	1,171	1,396
Other peoples	2,058	1,530	1,537	3,330	3,323	3,660	3,038	3,330
Total	1,285,349	782,870	751,786	1,041,570	878,587	838,172	1,197,892	1,218,480

TABLE XV.—*Immigrant aliens admitted, fiscal years ended June 30, 1899, to 1920, by races or peoples*—Continued.

Race or people.	1915	1916	1917	1918	1919	1920	Total.
African (black)	5,660	4,576	7,971	5,706	5,823	8,174	100,101
Armenian	932	964	1,221	221	282	2,762	58,332
Bohemian and Moravian (Czech)	1,651	642	327	74	105	415	142,094
Bulgarian, Serbian, and Montenegrin	3,506	3,146	1,134	150	205	1,064	151,646
Chinese	2,469	2,239	1,843	1,576	1,697	2,148	41,853
Croatian and Slovenian	1,942	791	305	33	23	493	462,261
Cuban	3,402	3,442	3,428	1,179	1,169	1,510	72,048
Dalmatian, Bosnian, and Herzegovinian	305	114	94	15	4	63	50,032
Dutch and Flemish	6,675	6,443	5,393	2,200	2,735	12,730	175,704
East Indian	82	80	69	61	68	160	7,348
English	38,662	36,168	32,246	12,980	26,889	58,366	828,140
Finnish	3,472	5,649	5,900	1,867	968	1,510	213,121
French	12,636	19,518	24,405	6,840	12,598	27,390	294,502
German	20,729	11,555	9,682	1,992	1,837	7,338	1,100,058
Greek	15,187	26,792	25,919	2,602	813	13,998	455,385
Hebrew	26,497	15,108	17,342	3,672	3,055	14,292	1,565,607
Irish	23,503	20,636	17,462	4,657	7,910	20,784	679,765
Italian (north)	10,660	4,905	3,796	1,074	1,236	12,918	551,348
Italian (south)	46,557	33,909	35,154	5,234	2,137	84,882	2,898,499
Japanese	8,609	8,711	8,925	10,168	10,056	9,279	232,467
Korean	146	154	194	149	77	72	8,839
Lithuanian	2,638	599	479	135	160	422	257,027
Magyar	3,604	981	434	32	52	252	462,249
Mexican	10,993	17,198	16,438	17,602	28,844	51,042	249,859
Pacific Islander	6	5	10	17	6	17	1,109
Polish	9,065	4,502	3,109	668	732	2,519	1,423,290
Portuguese	4,376	12,208	10,194	2,319	1,574	15,174	158,827
Roumanian	1,200	953	522	155	89	898	137,682
Russian	4,459	4,858	3,711	1,513	1,532	2,378	239,735
Ruthenian (Russniak)	2,933	1,365	1,211	49	103	258	260,298
Scandinavian (Norwegians, Danes, and Swedes)	24,263	19,172	19,596	8,741	8,261	16,621	835,210
Scotch	14,310	13,515	13,350	5,204	10,364	21,180	300,973
Slovak	2,069	577	244	35	85	3,824	484,110
Spanish	5,705	9,259	15,019	7,909	4,224	23,594	154,005
Spanish American	1,667	1,881	2,587	2,231	3,092	3,934	31,573
Syrian	1,767	676	976	210	231	3,047	93,018
Turkish	273	216	454	24	18	140	21,041
Welsh	1,390	983	793	278	608	1,462	36,131
West Indian (except Cuban)	823	948	1,369	732	1,223	1,546	23,050
Other peoples	1,877	3,388	2,097	314	247	1,345	34,157
Total	326,700	298,826	295,403	110,618	141,132	430,001	15,291,484

TABLE XV-A.—*Immigrant aliens admitted, fiscal years ended June 30, 1899, to 1920, by countries.*[1]

Countries.	1899	1900	1901	1902	1903	1904	1905	1906
Austria	62,491	114,847	113,390	171,989	206,011	177,156	111,990	111,598
Hungary							163,703	153,540
Belgium	1,101	1,196	1,579	2,577	3,450	3,976	5,302	5,099
Bulgaria	52	108	657	851	1,761	1,325	2,043	4,666
Czechoslovakia								
Denmark	2,690	2,926	3,655	5,660	7,158	8,525	8,970	7,741
Finland								
France, including Corsica	1,694	1,739	3,150	3,117	5,578	9,406	10,168	9,386
Germany	17,476	18,507	21,651	28,304	40,086	46,380	40,574	37,564
Greece	2,333	3,771	5,910	8,104	14,090	11,343	10,515	19,489
Italy, including Sicily and Sardinia	77,419	100,135	135,996	178,375	230,622	193,296	221,479	273,120
Netherlands	1,029	1,735	2,349	2,284	3,998	4,916	4,954	4,946
Norway	6,705	9,575	12,248	17,484	24,461	23,808	25,064	21,730
Poland								
Portugal, including Cape Verde and Azores Islands	2,054	4,234	4,165	5,307	9,317	6,715	5,028	8,517
Roumania	1,606	6,459	7,155	7,196	9,310	7,087	4,437	4,476
Russia	60,982	90,787	85,257	107,347	136,093	145,141	184,897	215,665
Serbs, Croats, and Slovenes, Kingdom of								
Spain, including Canary and Balearic Islands	385	355	592	975	2,080	3,996	2,600	1,921
Sweden	12,797	18,650	23,331	30,894	46,028	27,763	26,591	23,310
Switzerland	1,326	1,152	2,201	2,344	3,983	5,023	4,269	3,846
Turkey in Europe	80	285	387	187	1,529	4,344	4,542	9,510
United Kingdom:								
England	45,123	9,951	12,214	13,575	26,219	38,626	64,709	49,491
Ireland		35,730	30,561	29,138	35,310	36,142	52,945	34,995
Scotland		1,792	2,070	2,560	6,143	11,092	16,977	15,866
Wales		764	701	763	1,275	1,730	2,503	1,841
Other Europe	6	2	18	37	5	143	13	48
Total Europe	297,349	424,700	469,237	619,068	814,507	767,933	974,273	1,018,365
China	1,660	1,247	2,459	1,649	2,209	4,309	2,166	1,554
Japan	2,844	12,635	5,269	14,270	19,968	14,264	10,331	13,835
India	17	9	22	93	94	261	190	216
Turkey in Asia	4,436	3,902	5,782	6,223	7,118	5,235	6,157	6,354
Other Asia	15	93	61	36	577	2,117	5,081	351
Total Asia	8,972	17,946	13,593	22,271	29,966	26,186	23,925	22,300
Africa	51	30	173	37	176	686	757	712
Australia, Tasmania, and New Zealand	456	214	325	384	1,150	1,461	2,091	1,682
Pacific Islands (not specified)	354	214	173	182	199	94	75	51
British North America	1,322	396	540	636	1,058	2,837	2,168	5,063
Central America	159	42	150	305	678	714	1,195	1,140
Mexico	161	237	347	709	528	1,009	2,637	1,997
South America	89	124	203	337	589	1,667	2,576	2,757
West Indies	2,585	4,656	3,176	4,711	8,170	10,193	16,641	13,656
Other countries	217	13	1	103	25	90	161	33,012
Grand total	311,715	448,572	487,918	648,743	857,046	812,870	1,026,499	1,100,735

[1] See footnote Table III.

TABLE XV–A.—*Immigrant aliens admitted, fiscal years ended June 30, 1899, to 1920, by countries*—Continued.

Countries.	1907	1908	1909	1910	1911	1912	1913	1914
Austria	144,992	82,983	80,953	135,793	82,129	85,854	137,245	134,831
Hungary	193,460	85,526	89,338	122,944	76,928	93,028	117,580	143,321
Belgium	6,396	4,162	3,692	5,402	5,711	4,169	7,405	5,763
Bulgaria	11,359	10,827	1,054	4,737	4,695	4,447	1,753	9,189
Czechoslovakia								
Denmark	7,243	4,954	4,395	6,984	7,555	6,191	6,478	6,262
Finland								
France, including Corsica	9,731	8,788	6,672	7,383	8,022	8,628	9,675	9,296
Germany	37,807	32,309	25,540	31,283	32,061	27,788	34,329	35,734
Greece	36,580	21,489	14,111	25,888	26,226	21,449	22,817	35,832
Italy, including Sicily and Sardinia	285,731	128,503	183,218	215,537	182,882	157,134	265,542	283,738
Netherlands	6,637	5,946	4,698	7,534	8,358	6,619	6,902	6,321
Norway	22,133	12,412	13,627	17,538	13,950	8,675	8,587	8,329
Poland								
Portugal, including Cape Verde and Azores Islands	9,608	7,307	4,956	8,229	8,374	10,230	14,171	10,898
Roumania	4,384	5,228	1,590	2,145	2,522	1,997	2,155	4,032
Russia	258,943	156,711	120,460	186,792	158,721	162,395	291,040	255,660
Serbs, Croats, and Slovenes, Kingdom of								
Spain, including Canary and Balearic Islands	5,784	3,899	2,616	3,472	5,074	6,327	6,167	7,591
Sweden	20,589	12,909	14,474	23,745	20,780	12,688	17,202	14,800
Switzerland	3,748	3,281	2,694	3,533	3,458	3,505	4,104	4,211
Turkey in Europe	20,767	11,290	9,015	18,405	14,438	14,481	14,128	8,199
United Kingdom:								
England	56,637	47,031	32,809	46,706	52,426	40,408	43,363	35,864
Ireland	34,530	30,556	25,033	29,855	29,112	25,879	27,876	24,688
Scotland	19,740	13,506	12,400	20,115	18,796	14,578	14,220	10,682
Wales	2,660	2,287	1,584	2,120	2,162	2,162	2,745	2,183
Other Europe	107	97	46	151	377	243	371	967
Total Europe	1,199,566	691,901	654,875	926,291	764,757	718,875	1,055,855	1,058,391
China	961	1,397	1,943	1,968	1,460	1,765	2,105	2,502
Japan	30,226	15,803	3,111	2,720	4,520	6,114	8,281	8,929
India	898	1,040	203	1,696	524	175	179	221
Turkey in Asia	8,053	9,753	7,506	15,212	10,229	12,788	23,955	21,716
Other Asia	386	372	141	1,937	695	607	838	905
Total Asia	40,524	28,365	12,904	23,533	17,428	21,449	35,358	34,273
Africa	1,486	1,411	858	1,072	956	1,009	1,409	1,539
Australia, Tasmania, and New Zealand	1,947	1,098	839	998	984	794	1,229	1,336
Pacific Islands (not specified)	42	81	53	99	59	104	111	110
British North America	19,918	38,510	51,941	56,555	56,830	55,990	73,802	86,139
Central America	970	1,217	930	893	1,193	1,242	1,473	1,622
Mexico	1,406	6,067	16,251	18,691	19,889	23,238	11,926	14,614
South America	2,779	2,315	1,906	2,151	3,049	2,989	4,248	5,899
West Indies	16,689	11,888	11,180	11,344	13,403	12,467	12,458	14,451
Other countries	22	17	49	43	39	15	23	136
Grand total	1,285,349	82,870	751,786	1,041,570	878,587	838,172	1,197,893	1,218,480

TABLE XV-A.—*Immigrant aliens admitted, fiscal years ended June 30, 1899, to 1920, by countries*—Continued.

Countries.	1915	1916	1917	1918	1919	1920	Total.
Austria	9,215	3,171	857	53	26	268	[1] 3,218,946
Hungary	9,296	2,020	401	8	27	84	
Belgium	2,399	986	398	73	268	6,574	77,678
Bulgaria	1,403	764	151	19	22	90	61,973
Czechoslovakia						3,426	3,426
Denmark	3,312	3,322	2,744	1,630	1,352	3,137	112,884
Finland						756	756
France, including Corsica	4,811	4,156	3,187	1,798	3,379	8,945	138,709
Germany	7,799	2,877	1,887	447	52	1,001	521,426
Greece	12,592	27,034	23,974	1,910	386	11,981	357,824
Italy, including Sicily and Sardinia	49,688	33,665	34,596	5,250	1,884	95,145	3,332,955
Netherlands	3,144	2,910	2,235	944	1,098	5,187	94,744
Norway	7,986	5,191	4,659	2,578	1,995	4,445	273,180
Poland						4,813	4,813
Portugal, including Cape Verde and Azores Islands	4,907	12,259	9,975	2,224	1,222	15,472	165,169
Roumania	481	90	66	59	19	1,890	74,384
Russia	26,187	7,842	12,716	4,242	1,403	995	2,670,276
Serbs, Croats, and Slovenes, Kingdom of						1,888	1,888
Spain, including Canary and Balearic Islands	2,762	5,769	10,232	4,295	1,573	18,821	97,286
Sweden	6,585	6,248	6,368	2,298	2,343	5 862	376,055
Switzerland	1,742	663	911	331	381	3,785	60,491
Turkey in Europe	1,008	313	152	15	10	1,933	135,018
United Kingdom:							
England	21,562	12,896	8,354	2,037	5,163	27,871	[2] 1,445,964
Ireland	14,185	8,639	5,406	331	474	9,591	
Scotland	4,668	2,655	1,868	260	1,283	9,347	
Wales	1,007	512	513	219	351	1,253	
Other Europe	1,180	1,717	1,463	42	16	1,735	8,784
Total Europe	197,919	145,699	133,083	31,063	24,627	246,295	13,234,629
China	2 660	2,460	2,237	1,795	1,964	2,330	44,790
Japan	8,613	8,680	8,991	10,213	10,064	9,432	229,113
India	161	112	109	130	171	300	6,821
Turkey in Asia	3,543	1,670	393	43	19	5,033	165,180
Other Asia	234	282	1,026	520	456	410	17,140
Total Asia	15,211	13,204	12,756	12,701	12,674	17,505	463,044
Africa	934	894	566	299	189	648	15,892
Australia, Tasmania, and New Zealand	1,282	1,484	1,014	925	1,284	2,066	24,993
Pacific Islands (not specified)	117	90	128	165	76	119	2,696
British North America	82,215	101,551	105,399	32,452	57,782	90,025	923,129
Central America	1,252	1,135	2,073	2,220	2,589	2,360	25,552
Mexico	12,340	18,425	17,869	18,524	29,818	52,361	269,044
South America	3,801	4,286	6,931	3,343	3,271	4,112	59,392
West Indies	11,598	12,027	15,507	8,879	8,826	13,808	238,213
Other countries	31	31	77	47	46	702	34,900
Grand total	326,700	298,826	295,403	110,618	141,132	430,001	15,291,484

[1] The totals for Austria and Hungary, respectively, for the 16 years in which they were separated, are as follows: Austria, 1,121,858; Hungary, 1,251,204.

[2] The totals for England, Ireland, Scotland, and Wales, respectively, for the 21 years in which they were separated, are as follows: England, 647,912; Ireland, 520,976; Scotland, 200,618; Wales, 31,335.

TABLE XV-B.—*Emigrant aliens departed, fiscal years*

Race or people.	1908	1909	1910	1911
African (black)	889	1,104	926	913
Armenian	234	561	521	999
Bohemian and Moravian (Czech)	1,051	746	943	1,208
Bulgarian, Serbian, and Montenegrin	5,965	2,422	2,720	6,473
Chinese	3,898	3,397	2,383	[illegible]
Croatian and Slovenian	28,589	9,014	7,133	[illegible]
Cuban	2,089	1,243	1,[illegible]	[illegible]
Dalmatian, Bosnian, and Herzegovinian	1,046	515	[illegible]	[illegible]
Dutch and Flemish	1,198	903	1,[illegible]	1,[illegible]
East Indian	124	48	[illegible]	[illegible]
English	5,320	5,061	[illegible]	[illegible]
Finnish	3,463	1,427	[illegible]	[illegible]
French	3,063	2,862	[illegible]	[illegible]
German	14,418	13,541	13,303	15,243
Greek	6,763	6,275	8,814	11,134
Hebrew	7,702	6,105	5,689	6,401
Irish	2,441	2,059	2,472	3,300
Italian (north)	19,507	16,658	13,431	14,209
Italian (south)	147,828	69,781	41,772	62,009
Japanese	5,323	3,903	4,377	3,351
Korean	188	114	137	41
Lithuanian	3,388	1,990	1,812	2,430
Magyar	29,276	11,507	10,533	18,975
Mexican	173	158	210	319
Pacific Islander	7	4	1	1
Polish	46,727	19,290	16,884	31,952
Portuguese	898	816	906	1,388
Roumanian	5,264	1,352	1,834	5,230
Russian	7,507	5,125	5,682	8,439
Ruthenian (Russniak)	3,310	1,672	1,719	3,838
Scandinavian (Norwegians, Danes, and Swedes)	5,801	7,257	5,032	8,036
Scotch	1,596	1,618	1,992	3,083
Slovak	23,573	8,894	9,259	15,561
Spanish	1,977	1,834	2,323	2,518
Spanish American	333	305	387	374
Syrian	1,700	1,204	1,077	1,173
Turkish	1,276	725	1,058	1,633
Welsh	163	171	195	255
West Indian (except Cuban)	375	394	388	344
Other peoples	630	1,874	806	862
Not specified	.....	11,873	20,644	25,540
Total	305,073	225,802	202,436	295,666

[1] Alien departures previous to July 1, 1907, were not recorded by race or people.

ended, June 30, 1908,[1] to 1920, by races or peoples.

1912	1913	1914	1915	1916	1917	1918	1919	1920	Total.
1,288	1,671	1,805	1,644	1,684	1,497	1,291	976	1,275	16,963
718	676	1,250	444	659	133	1,238	11	584	8,028
1,149	871	1,011	219	42	59	455	412	259	8,425
7,349	13,525	5,780	2,354	290	325	918	3,241	23,844	75,205
2,549	2,250	2,059	1,959	2,148	1,799	2,239	2,062	2,961	32,420
13,963	10,209	14,440	2,381	76	24	31	154	7,481	107,230
1,963	1,264	947	2,536	1,454	2,395	1,141	898	1,598	21,318
927	849	878	105	4	6	13	2	1,533	7,245
1,816	2,145	2,252	1,340	742	742	698	1,356	3,016	19,089
164	213	143	162	91	136	154	106	162	1,658
10,341	10,794	11,187	10,372	7,826	6,316	12,810	9,406	11,659	117,032
4,148	3,053	2,941	845	543	1,256	1,596	497	1,447	26,711
4,189	4,019	2,930	5,799	2,297	2,829	5,427	5,472	7,026	53,342
15,026	11,871	11,977	2,749	873	767	563	343	4,178	104,852
13,323	31,556	11,266	9,767	4,855	2,082	2,952	15,562	20,319	144,668
7,418	6,697	6,826	1,524	199	329	687	373	358	50,308
4,086	4,458	4,689	2,948	1,851	1,736	3,071	1,934	4,635	39,680
13,006	10,995	12,663	7,539	4,020	3,478	1,041	1,195	8,159	125,901
96,881	79,057	72,767	89,969	68,981	10,016	8,135	36,980	80,955	865,131
1,501	733	794	325	780	722	1,558	2,127	4,238	30,232
55	44	43	47	29	45	77	23	14	857
4,141	3,276	5,522	988	28	38	45	6	719	24,393
17,575	11,496	14,254	2,262	394	123	41	10	14,619	131,065
325	910	1,670	573	559	759	25,084	17,793	6,412	54,945
4	4	2	5	3	4	6	2	3	46
37,764	24,107	35,028	7,912	358	119	1,035	153	18,392	239,721
1,747	1,583	1,848	2,526	2,185	1,313	2,016	3,525	4,859	25,610
5,824	3,156	3,837	899	138	61	61	60	21,490	49,206
9,744	10,548	17,491	11,256	4,716	6,393	4,926	1,717	1,151	94,695
5,521	5,327	5,049	860	17	21	25	2	993	28,054
10,380	9,291	8,078	3,473	3,954	4,550	4,665	4,865	8,246	83,623
3,456	4,118	3,923	2,714	2,096	1,618	3,307	1,687	2,577	33,785
12,526	9,854	11,786	1,398	74	34	453	1,150	11,568	106,130
2,569	3,181	3,214	4,347	2,792	3,524	4,182	7,489	5,144	45,094
343	457	542	560	516	612	736	799	1,126	7,090
972	797	1,200	433	120	110	160	132	1,552	10,730
1,366	1,297	890	208	41	54	58	275	1,340	10,221
301	298	395	253	214	130	263	156	195	2,989
530	584	677	480	608	520	426	336	626	6,283
1,113	1,118	1,470	511	769	504	1,001	235	1,802	12,695
15,201	19,338	17,819	16,888	10,744	9,098	.....	.....	.....	147,645
333,262	308,190	303,338	204,074	129,765	66,277	94,585	123,522	288,315	2,970,305

TABLE XV–C.—*Emigrant aliens departed, fiscal*

Countries.	1908	1909	1910	1911
Austria	64,607	27,782	26,424	45,160
Hungary	65,590	21,631	20,866	41,182
Belgium	853	431	655	1,017
Bulgaria	3,280	1,594	1,566	3,154
Czechoslovakia				
Denmark	689	460	433	469
Finland				
France, including Corsica	3,107	2,317	4,025	3,148
Germany	6,770	4,905	6,216	6,042
Greece	6,131	5,606	8,144	9,376
Italy, including Sicily and Sardinia	166,733	83,300	52,323	72,640
Netherlands	330	308	463	461
Norway	2,375	1,328	1,028	1,400
Poland				
Portugal, including Cape Verde and Azores Islands	1,056	1,025	1,082	1,459
Roumania	1,267	434	445	669
Russia	37,777	19,707	17,362	27,053
Serbs, Croats, and Slovenes, Kingdom of				
Spain, including Canary and Balearic Islands	1,116	1,079	1,463	1,396
Sweden	2,574	1,159	1,006	1,615
Switzerland	684	558	759	667
Turkey in Europe	3,084	1,267	1,988	4,688
United Kingdom:				
England	5,019	3,076	4,554	5,441
Ireland	2,023	1,380	1,754	1,984
Scotland	1,499	743	1,099	1,528
Wales	87	51	84	145
Other Europe	5	6	16	10
Total Europe	376,566	180,747	158,755	230,704
China	3,923	3,411	2,371	2,762
Japan	3,431	3,819	4,366	3,354
India	128	48	69	92
Turkey in Asia	1,847	1,650	1,548	1,905
Other Asia	221	205	160	59
Total Asia	9,550	9,133	8,514	8,172
Africa	133	140	215	275
Australia, Tasmania, and New Zealand	241	442	345	474
Pacific Islands, not specified	33	38	31	30
British North America	2,629	30,478	34,194	49,373
Central America	505	302	390	347
Mexico	205	289	363	463
South America	880	925	1,073	1,183
West Indies	4,247	3,306	3,519	4,584
Other countries	4	2	37	61
Grand total	395,073	225,802	202,436	295,666

[1] See footnote Table III.

years ended June 30, 1908, to 1920, by countries.[1]

1912	1913	1914	1915	1916	1917	1918	1919	1920	Total.
46,137	28,760	35,013	6,776	230	126	5	201	2,274	283,495
42,423	29,904	39,987	5,059	592	112	1	100	14,233	281,680
1,108	803	1,149	333	24	15	41	634	1,846	8,904
3,577	9,664	2,553	1,964	250	191	700	2,891	3,587	34,971
								11,147	11,147
665	608	629	412	513	489	304	599	1,477	7,747
								1,473	1,473
3,473	3,430	2,927	5,751	2,231	2,064	3,176	3,792	4,477	44,418
5,785	4,759	5,136	1,419	439	315	28	26	3,069	44,909
11,461	30,633	11,124	9,775	4,829	2,034	2,986	15,482	20,314	137,865
108,388	88,021	84,351	96,903	72,507	12,542	8,645	38,245	88,909	973,507
564	599	690	612	351	227	139	596	1,017	6,357
2,310	1,710	2,797	1,211	1,359	1,633	1,730	1,952	3,022	23,755
								18,190	18,190
1,916	1,965	2,055	2,661	2,396	1,353	1,976	3,447	4,728	27,119
550	319	348	244	49	16	7	39	21,506	25,893
34,681	26,923	47,451	18,297	5,259	5,947	4,983	1,868	1,933	249,241
								28,474	28,474
1,581	2,029	2,254	3,042	1,816	2,491	3,250	6,280	3,841	31,638
2,490	1,989	2,240	953	1,412	969	1,169	1,738	3,109	22,428
510	449	432	349	201	159	172	403	1,103	6,546
5,926	4,809	2,528	164	18	24	24	47	1,812	26,379
6,700	5,969	7,275	7,715	5,130	2,798	1,239	4,482	8,099	67,497
3,082	2,894	3,632	2,218	1,304	1,027	280	988	3,735	26,301
2,195	2,179	2,464	1,847	1,332	678	141	569	1,488	17,762
185	157	234	169	118	69	24	54	141	1,518
22	16	26	80	49	88	480	98	1,429	2,325
285,724	248,559	257,295	167,954	102,409	35,367	31,500	84,531	256,433	2,411,534
2,609	2,303	2,112	2,011	2,203	1,871	2,352	2,199	3,102	33,229
1,485	731	756	840	770	750	1,583	2,195	4,249	28,329
182	240	164	179	123	176	229	161	189	1,980
1,551	1,313	2,243	593	14	8	5	26	1,731	14,434
104	103	167	214	867	356	212	79	170	2,917
5,931	4,690	5,442	3,837	3,977	3,161	4,381	4,660	9,441	80,889
266	209	196	85	93	108	100	74	121	2,015
645	645	745	608	445	382	36	362	490	5,860
43	29	30	17	10	35	418	19	29	762
33,506	46,981	31,818	23,225	15,712	18,994	27,170	10,726	7,668	332,474
328	482	437	436	495	530	489	413	602	5,756
605	991	1,724	651	532	812	25,515	18,000	6,606	56,846
1,319	1,367	1,376	988	997	993	1,071	914	1,398	14,484
4,864	4,223	4,237	6,243	5,059	5,891	3,891	3,806	5,502	59,372
31	14	38	30	36	4	14	17	25	313
333,262	308,190	303,338	204,074	129,765	66,277	94,585	123,522	288,315	2,970,305

TABLE XVI.—*Total immigration each year, 1820 to 1920.*

Period.	Number.	Period.	Number.
Year ended Sept. 30—		Year ended June 30—Continued.	
1820	8,385	1869	352,768
1821	9,127	1870	387,203
1822	6,911	1871	321,350
1823	6,354	1872	404,806
1824	7,912	1873	459,803
1825	10,199	1874	313,339
1826	10,837	1875	227,498
1827	18,875	1876	169,986
1828	27,382	1877	141,857
1829	22,520	1878	138,469
1830	23,322	1879	177,826
1831	22,633	1880	457,257
Oct. 1, 1831, to Dec. 31, 1832	60,482	1881	669,431
Year ended Dec. 31—		1882	788,992
1833	58,640	1883	603,322
1834	65,365	1884	518,592
1835	45,374	1885	395,346
1836	76,242	1886	334,203
1837	79,340	1887	490,109
1838	38,914	1888	546,889
1839	68,069	1889	444,427
1840	84,066	1890	455,302
1841	80,289	1891	560,319
1842	104,565	1892	579,663
Jan. 1 to Sept. 30, 1843	52,496	1893	439,730
Year ended Sept. 30—		1894	285,631
1844	78,615	1895	258,536
1845	114,371	1896	343,267
1846	154,416	1897	230,832
1847	234,968	1898	229,299
1848	226,527	1899	311,715
1849	297,024	1900	448,572
1850	310,004	1901	487,918
Oct. 1 to Dec. 31, 1850	59,976	1902	648,743
Year ended Dec. 31—		1903	857,046
1851	379,466	1904	812,870
1852	371,603	1905	1,026,499
1853	368,645	1906	1,100,735
1854	427,833	1907	1,285,349
1855	200,877	1908	782,870
1856	195,857	1909	751,786
Jan. 1 to June 30, 1857	112,123	1910	1,041,570
Year ended June 30—		1911	878,587
1858	191,942	1912	838,172
1859	129,571	1913	1,197,892
1860	133,143	1914	1,218,480
1861	142,877	1915	326,700
1862	72,183	1916	298,826
1863	132,925	1917	295,403
1864	191,114	1918	110,618
1865	180,339	1919	141,132
1866	332,577	1920	430,001
1867	303,104		
1868	282,189	Total	33,630,104

TABLE XVI-A.—*Net increase of population by arrival and departure of aliens, fiscal years ended June 30, 1908 to 1920.*

	Admitted.			Departed.			Increase.
	Immigrant.	Nonimmigrant.	Total.	Emigrant.	Nonemigrant.	Total.	
1908	782,870	141,825	924,695	395,073	319,755	714,828	209,867
1909	751,786	192,449	944,235	225,802	174,590	400,392	543,843
1910	1,041,570	156,467	1,198,037	202,436	177,982	380,418	817,619
1911	878,587	151,713	1,030,300	295,666	222,549	518,215	512,085
1912	838,172	178,983	1,017,155	333,262	282,030	615,292	401,863
1913	1,197,892	229,335	1,427,227	308,190	303,734	611,924	815,303
1914	1,218,480	184,601	1,403,081	303,338	330,467	633,805	769,276
1915	326,700	107,544	434,244	204,074	180,100	384,174	50,070
1916	298,826	67,922	366,748	129,755	111,042	240,807	125,941
1917	295,403	67,474	362,877	66,277	80,102	146,379	216,498
1918	110,618	101,235	211,853	94,585	98,683	193,268	18,585
1919	141,132	95,889	237,021	123,522	92,709	216,231	20,790
1920	430,001	191,575	621,576	288,315	139,747	428,062	193,514
Total	8,312,087	1,867,012	10,179,049	2,970,308	2,513,490	5,483,795	4,695,254

TABLE XVII.—*Aliens debarred from entering the United States, fiscal year ended June 30, 1920, by races or peoples and causes.*

Race or people.	Idiots.	Imbeciles.	Feeble-minded.	Insane or have been insane.	Epileptics.	Constitutional psychopathic inferiority.	Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than idiots, imbeciles, feeble-minded, epileptics, insanity, or constitutional psychopathic inferiority.	Tuberculosis (non-contagious)	Loathsome or dangerous contagious diseases.				Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome or dangerous contagious diseases or non-contagious tuberculosis.	Chronic alcoholism.	Likely to become a public charge.	Paupers.	Professional beggars.	Vagrants.	Contract laborers.
									Tuberculosis (contagious).	Trachoma.	Favus.	Others.							
African (black)			1			2						10	7		112				20
Armenian												1			1				
Bohemian and Moravian							1								12				4
Bulgarian, Serbian, and Montenegrin		2					1		2			3	1		32			3	1
Chinese				1				1		40		39	8		7				1
Croatian and Slovenian										1			1		8				1
Cuban									1						10				
Dutch and Flemish	1	2	1									4	6		56		1		27
East Indian															2				
English	1	2	12	11	6	11	2	1	7			11	53	1	610	2			273
Finnish												1			31				8
French	2	2	9	5	7	5	2	2	7	1		7	50	1	1,140	3			273
German		1	2	5	1	1			1	2		3	8	1	388	1			40
Greek			1	3	1					1		7	12		28				6
Hebrew		1		3	1	2			3	3	1	4	8		123				16
Irish			4	3	3	2	1	1	2	3		1	12	1	224	1			66
Italian (north)			2						1	1		1	4		50				15
Italian (south)		4	8	11		1			5	8	3	19	21		199		1		27
Japanese				1				2	2	36		5	2		47				24
Lithuanian															17				1
Magyar		1										3			36				4
Mexican	4	2	3		4	4		2	7	95	4	106	102	2	1,295		4		88
Pacific Islander										1					2				

Polish													5		152				5
Portuguese				1								3	2		21				3
Roumanian								1	1			1			22				5
Russian			1	1	1	1			1	1		1	3		83				25
Ruthenian (Russniak)												2	2		33				11
Scandinavian	1	1	2	4					2			10	4		67				21
Scotch			3	6	1	5	1	1	6	2		4	11	2	224	4			97
Slovak						1						1			7				4
Spanish		2			1	1			1	17		11	25		138				70
Spanish American				1									1		29				6
Syrian					1	1				10		1			43		1		
Turkish							1			1			1		1				
Welsh													2		13				5
West Indian (except Cuban)															7				1
Other peoples						1			1			1	2		27				3
Total	9	20	49	56	27	38	9	11	50	223	8	260	353	8	5,297	11	7	3	1,164
Debarred from Philippine Islands															35				3

TABLE XVII.—*Aliens debarred from entering the United States, fiscal year ended June 30, 1920, by races or peoples and causes*—Continued.

Race or people.	Assisted aliens.	Coming in consequence of advertisements.	Stowaways.	Accompanying aliens (under section 18).	Under 16 years of age unaccompanied by parent.	Criminals.	Polygamists.	Prostitutes and aliens coming for any immoral purpose.	Aliens who are supported by or receive proceeds of prostitution.	Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.	Had been deported within one year.	Unable to read (over 16 years of age).	Geographically excluded classes. (Natives of that portion of Asia and islands, adjacent thereto described in section 3.)	Under passport provision, section 3.	Under provisions Chinese exclusion act.	Under provisions of section 23.	Alien enemies.	Total debarred.	Debarred from Philippine Islands.
African (black)	2		258	6	17	7		4		1	1	36		2				486	
Armenian					1							1						4	
Bohemian and Moravian			1	1														19	
Bulgarian, Serbian, and Montenegrin			7	2		1		1		1	1	23						81	
Chinese			9		1									1	60			168	283
Croatian and Slovenian			2							1		7						21	
Cuban			5					2		1						1		20	
Dalmatian, Bosnian, and Herzegovinian			1															1	
Dutch and Flemish			44	3		2		2				10		2				161	
East Indian			2									2	22					28	29
English	19		62	17	20	29		17	2	9	3	46		1				1,228	
Finnish	1		7									1						49	
French	49		70	10	55	74		11	1	10	1	376		1		3		2,177	
German	2		30	5		5		2				31		2		3	1	535	
Greek			10		2	2					2	28		2				105	
Hebrew	1		54	2	5	12		1	1			25		1		1		268	
Irish	2		33	4	8	15		5		3	1	34						429	
Italian (north)			18	1		4						30						127	
Italian (south)			108	7	5	3		2	1			270	2	1				706	
Japanese			30		1	2						8	3	31				194	2
Korean			1															1	
Lithuanian			1									14						33	
Magyar			1	1		3						1						50	
Mexican	9		10	114	142	174		40	3	28		451						2,093	
Pacific Islander			2															5	
Polish	2		12		2	2		2		1	2	34						232	

Portuguese			49		1						1	15						96	
Roumanian			10		1					1		10						52	
Russian	2		5			2		3		1	2	42		1		2		178	
Ruthenian (Russniak)	1					1						9						59	
Scandinavian	3		49	2	10	4		1			1	1		2				185	
Scotch	13		26	4	6	6		14	2	5	1	22		1				467	
Slovak			1									3						17	
Spanish			236	3	4			2		1	3	63		6		8		562	3
Spanish American	2		61		2	1				1		4		1		4		113	
Syrian				2	2	2						24		1				88	2
Turkish			1				1					1						7	
Welsh						2					1							23	
West Indian (except Cuban)			8		2	1												19	
Other peoples			17	2	4	1		2				17						78	5
Total	108		1,241	186	291	355	1	111	10	64	20	1,639	27	56	60	22	1	11,795	324
Debarred from Philippine Islands								6					28		252			324	324

TABLE XVII–A.—*Aliens debarred, and aliens deported after entering, 1892 to 1920, by causes.*

Year ended June 30—	Immigration.	Debarred from entering.																			Contract laborers.	Assisted aliens.
		Idiots.	Imbeciles.	Feebleminded.	Insane persons.	Epileptics.	Constitutional psychopathic inferiority.	Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than idiots, imbeciles, feebleminded, epileptics, insanity, or constitutional psychopathic inferiority.	Tuberculosis (noncontagious).	Loathsome or dangerous contagious diseases.	Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome or dangerous contagious diseases or noncontagious tuberculosis.	Surgeon's certificate of defect mentally or physically which may affect alien's ability to earn a living.	Chronic alcoholism.	Paupers or likely to become public charges.	Professional beggars.	Vagrants.	Coming in consequence of advertisements.	Had been deported within one year.	Geographically excluded classes. Natives of that portion of Asia and islands adjacent thereto described in section 3.)		
1892	579,663	4	.....	.....	17	.....	.....	.....	.....	80	.....	.....	.....	1,002	.....	.....	.....	.....	.....	932	28
1893	439,730	3	.....	.....	8	.....	.....	.....	.....	81	.....	.....	.....	431	.....	.....	.....	.....	.....	518	.....
1894	285,631	4	.....	.....	5	.....	.....	.....	.....	15	.....	.....	.....	802	.....	.....	.....	.....	.....	553	.....
1895	258,536	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,714	.....	.....	.....	.....	.....	694	1
1896	343,267	1	.....	.....	10	.....	.....	.....	.....	2	.....	.....	.....	2,010	.....	.....	.....	.....	.....	776	.....
1897	230,832	1	.....	.....	6	.....	.....	.....	.....	1	.....	.....	.....	1,277	.....	.....	.....	.....	.....	328	3
1898	229,299	1	.....	.....	12	.....	.....	.....	.....	258	.....	.....	.....	2,261	.....	.....	.....	.....	.....	417	79
1899	311,715	1	.....	.....	19	.....	.....	.....	.....	348	.....	.....	.....	2,599	.....	.....	.....	.....	.....	741	82
1900	448,572	1	.....	.....	32	.....	.....	.....	.....	393	.....	.....	.....	2,974	.....	.....	.....	.....	.....	833	2
1901	487,918	6	.....	.....	16	.....	.....	.....	.....	309	.....	.....	.....	2,798	.....	.....	.....	.....	.....	327	50
1902	648,743	7	.....	.....	27	.....	.....	.....	.....	709	.....	.....	.....	3,944	.....	.....	.....	.....	.....	275	.....
1903	857,046	1	.....	.....	23	.....	.....	.....	.....	1,773	.....	.....	.....	5,812	.....	.....	.....	.....	.....	1,086	9
1904	812,870	16	.....	.....	33	.....	.....	.....	.....	1,560	.....	.....	.....	4,798	.....	.....	.....	.....	.....	1,501	38
1905	1,026,499	38	.....	.....	92	.....	.....	.....	.....	2,198	.....	.....	.....	7,898	.....	.....	.....	.....	.....	1,164	19
1906	1,100,735	92	.....	.....	139	.....	.....	.....	.....	2,273	.....	.....	.....	7,069	.....	.....	.....	.....	.....	2,314	.....
1907	1,285,349	29	.....	.....	189	.....	.....	.....	.....	3,822	.....	.....	.....	6,866	.....	.....	.....	.....	.....	1,434	.....
1908	782,870	20	45	121	159	25	.....	.....	6	2,900	.....	870	.....	3,710	31	.....	.....	.....	.....	1,932	54
1909	751,786	18	42	121	141	26	.....	.....	8	2,382	.....	370	.....	4,402	56	.....	.....	.....	.....	1,172	34
1910	1,041,570	16	40	125	169	29	.....	.....	5	3,123	.....	312	.....	15,918	9	.....	.....	.....	.....	1,786	34
1911	878,587	12	26	126	111	33	.....	.....	15	2,831	.....	3,055	.....	12,039	9	.....	.....	.....	.....	1,336	116
1912	838,172	10	44	110	105	28	.....	.....	15	1,733	.....	2,288	.....	8,160	22	.....	.....	.....	.....	1,333	94
1913	1,197,892	18	54	483	175	23	.....	.....	2	2,562	.....	4,208	.....	7,946	10	.....	.....	.....	.....	1,624	129

1914	1,218,480	14	68	995	172	25	......	......	4	3,253	......	6,537	......	15,756	28	......	......	......	......	2,793	330
1915	326,700	6	27	302	98	30	......	29	1	1,701	926	......	......	15,557	39	......	......	......	......	2,722	698
1916	298,826	5	17	224	123	28	......	46	3	1,153	1,657	......	......	10,392	35	......	......	......	......	2,090	521
1917	295,403	9	19	224	112	34	3	55	7	1,495	1,679	......	10	7,881	12	......	......	......	......	1,116	250
1918	110,618	4	5	19	64	31	20	10	17	469	305	......	24	2,825	9	2	1	31	19	474	92
1919	141,132	1	7	29	48	19	37	9	3	385	334	......	10	4,002	3	......	......	9	19	774	96
1920	430,001	9	20	49	56	27	38	9	11	541	353	......	8	5,308	7	3	......	20	27	1,164	108

TABLE XVII-A.—*Aliens debarred, and aliens deported after entering, 1892 to 1920, by causes*—Continued.

Year ended June 30—	Debarred from entering—Continued.														Deported after entry.		
	Stowaways.	Accompanying aliens (under sec. 18).	Under 16 years of age unaccompanied by parent.	Criminals.	Polygamists.	Anarchists.	Prostitutes and aliens coming for any immoral purpose.	Supported by proceeds of prostitution.	Aliens who procure or attempt to bring in prostitutes and females for any immoral purpose.	Unable to read (over 16 years of age).	Under passport provision, section 3.	Under provisions Chinese exclusion law.	Under provisions of section 23.	Alien enemies.	Total debarred.	Under immigration law.	Under Chinese-exclusion law.	
																	By immigration officers.	By United States marshals.
1892	.....	.....	.....	26	.....	.....	80	.....	.....	.....	.....	.....	.....	.....	2,164	637	.....	.....
1893	.....	.....	.....	12	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,053	577	.....	.....
1894	.....	.....	.....	8	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	1,389	417	.....	.....
1895	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2,419	177	.....	82
1896	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2,799	238	.....	120
1897	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,617	263	.....	227
1898	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,030	199	.....	220
1899	.....	.....	.....	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3,708	263	.....	192
1900	.....	.....	.....	4	.....	.....	7	.....	.....	.....	.....	.....	.....	.....	4,246	356	.....	288
1901	.....	.....	.....	7	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	3,516	363	.....	440
1902	.....	.....	.....	9	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	4,974	465	.....	519
1903	.....	.....	.....	51	1	.....	13	.....	.....	.....	.....	.....	.....	.....	8,769	547	.....	704
1904	.....	.....	.....	35	.....	1	9	.....	3	.....	.....	.....	.....	.....	7,994	779	.....	783
1905	.....	.....	.....	44	3	1	24	.....	4	.....	.....	394	.....	.....	11,879	845	.....	647
1906	.....	180	.....	205	5	1	30	.....	2	.....	.....	122	.....	.....	12,432	676	.....	319
1907	.....	134	.....	341	10	.....	18	.....	1	.....	60	160	.....	.....	13,064	995	.....	336
1908	.....	168	88	136	6	2	124	.....	43	.....	272	190	.....	.....	10,902	2,069	.....	477
1909	.....	206	138	273	24	.....	323	.....	181	.....	81	413	.....	.....	10,411	2,124	.....	665
1910	.....	315	296	580	134	5	316	1	179	.....	59	819	.....	.....	24,270	2,695	.....	825
1911	.....	359	549	644	57	.....	253	5	141	.....	27	605	.....	.....	22,349	2,788	.....	522
1912	.....	226	305	592	38	2	263	7	192	.....	50	350	.....	.....	16,057	2,456	.....	307
1913	.....	357	492	808	40	2	367	4	253	.....	48	333	.....	.....	19,938	3,461	.....	165
1914	.....	508	718	755	31	1	380	5	254	.....	92	322	.....	.....	33,041	4,610	.....	131
1915	.....	341	539	276	18	5	291	7	192	.....	88	218	.....	.....	24,111	2,435	129	119
1916	.....	478	643	245	2	.....	439	8	307	.....	64	377	.....	.....	18,867	2,590	191	104
1917	38	563	601	257	2	12	510	6	371	391	86	279	.....	6	16,028	1,771	82	69
1918	161	133	205	160	4	3	161	.....	88	1,598	53	261	.....	49	7,297	1,551	18	51
1919	464	131	207	261	2	2	86	3	46	1,455	40	101	3	40	8,626	3,021	47	35
1920	1,241	186	291	355	1	.....	111	10	64	1,639	56	60	22	1	11,795	2,751	11	15

TABLE XVII-B.—*Permanent residents of contiguous foreign territory applying for temporary sojourn in the United States refused admission, fiscal year ended June 30, 1920, by causes.*

Cause.	Canadian border.	Mexican border.	Total.
Idiots	8	1	9
Imbeciles	1		1
Feeble-minded	24	4	28
Epileptics	22	1	23
Insane persons	27	4	31
Constitutional psychopathic inferiority	21	1	22
Tuberculosis (noncontagious)	11		11
Loathsome or dangerous contagious diseases	121	136	257
Professional beggars	1		1
Paupers, or likely to become public charges	2,918	503	3,421
Surgeon's certificate	175	106	281
Chronic alcoholism	4		4
Contract laborers	320	29	349
Accompanying aliens (under sec. 18)	58	69	127
Under 16 years of age and unaccompanied by parent	61	39	100
Assisted aliens	77	2	79
Criminals	154	137	291
Polygamists	2		2
Anarchists	1		1
Prostitutes and females coming for any immoral purpose	69	15	84
Aliens who procure or attempt to bring in prostitutes and females for any immoral purpose	50	18	68
Had been deported within one year	6		6
Unable to read (over 16 years of age)	1,642	173	1,815
Geographically excluded	11	2	13
Under passport provision, section 3	19	4	23
Under provisions of section 23		16	16
Total	5,803	1,260	7,063

TABLE XVIII.—*Aliens deported to countries whence they came, after entering the United States, fiscal year ended June 30, 1920, by races or peoples and causes.*

Race or people.	Deportation compulsory within 5 years after entry.																															
	Members of excluded classes at time of entry.																															
	Imbeciles.	Feeble-minded.	Insane or have been insane.	Epileptics.	Constitutional psychopathic inferiority.	Loathsome or dangerous contagious diseases.			Accompanying aliens.	Likely to become a public charge.	Physical defective at time of entry.	Paupers.	Professional beggars.	Stowaways.	Assisted aliens.	Contract laborers.	Under 16 years of age at time of entry, unaccompanied by parents.	Criminals.	Polygamists.	Anarchists.	Prostitutes and aliens coming for any immoral purpose.	Supported by or received the proceeds of prostitution.	Aliens who procured or attempted to bring in prostitutes or aliens for any immoral purpose.	Entered the United States within 1 year of previous deportation.	Geographically excluded classes (natives of that portion of Asia and islands adjacent thereto described in sec. 3).	Under passport provision of section 3.	Unable to read (over 16 years of age).	Total members of excluded classes at time of entry.
						Tuberculosis (contagious).	Trachoma.	Others.																								
African (black)								1		7	1			3		2	2	2			1						4	23
Armenian																											1	1
Bohemian and Moravian										1							1						1					3
Bulgarian, Serbian, and Montenegrin										1														2				3
Chinese							1	1		25	1																	28
Croatian and Slovenian										7																		7
Cuban										6																		6
Dalmatian, Bosnian, and Herzegovinian																												
Dutch and Flemish				1						7						1		4			2		2					17
East Indian										2														1	19			22
English					3	1		5		125						9	3	26	3	1	22		14	9			6	227
Finnish										1											1		2	1				5
French		1						1		49	3			2		2	1	4			10		2	23			10	108
German		1								37						3		3		1	2		1	11				59
Greek			1							15								2			1		2					21
Hebrew										16	2					1		2		1				3			3	28
Irish					1			1		34	2				4			5			6		1	9			2	65
Italian (north)										3										1								4
Italian (south)	1	6		2				1		53					1		1	3		7	1		2	3			1	82
Japanese										6							2						1			29		38

Korean	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Lithuanian	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5
Magyar	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	5
Mexican	.....	1	4	5	2	2	37	26	2	283	2	.....	.....	52	.....	12	12	1	.....	44	.....	.....	33	24	.....	.....	.....	.....	.....	.....	664
Polish	.....	.....	.....	.....	.....	.....	.....	.....	.....	12	.....	.....	.....	.....	.....	1	1	.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....	132	.....	15
Portuguese	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	5
Roumanian	.....	.....	.....	.....	.....	.....	1	.....	.....	2	.....	.....	.....	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5
Russian	.....	.....	.....	.....	.....	.....	.....	.....	.....	21	.....	2	.....	1	1	.....	3	.....	.....	8	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	37
Ruthenian (Russniak)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Scandinavian (Norwegians, Danes, and Swedes)	.....	1	.....	.....	.....	.....	.....	.....	.....	15	.....	.....	.....	.....	.....	1	1	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20
Scotch	.....	.....	.....	1	.....	1	.....	.....	.....	35	1	.....	.....	1	.....	1	6	.....	.....	4	.....	.....	3	10	.....	.....	.....	1	.....	.....	64
Slovak	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1
Spanish	.....	.....	.....	.....	.....	.....	1	.....	.....	17	.....	.....	6	.....	1	.....	.....	.....	1	.....	.....	.....	3	.....	.....	.....	.....	.....	2	.....	32
Spanish American	.....	.....	.....	1	.....	.....	.....	.....	.....	4	.....	.....	1	.....	.....	1	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	8
Syrian	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	3
Turkish	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Welsh	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
West Indian (except Cuban)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Other peoples	.....	.....	.....	.....	.....	.....	1	.....	.....	5	.....	.....	3	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	3	.....	.....	.....	.....	5	.....	19
Total	.....	1	11	5	10	7	3	40	37	2	808	12	2	4	12	7	73	27	74	4	22	100	.....	65	101	22	29	171	1,649		

TABLE XVIII.—*Aliens deported to countries whence they came, after entering the United States, fiscal year ended June 30, 1920, by races or peoples and causes*—Continued.

Race or people.	Deportation compulsory within five years after entry.										Deportation compulsory without time limit.								Grand total deported.	Deported from Philippine Islands.
	Public charges from following causes existing prior to entry.								In the United States in violation of Chinese exclusion laws.	Total compulsory within 5 years.	Entered without inspection, or at time or place not designated by immigration officials. Deportation required within 3 years.	Prostitutes after entry or inmates of houses of prostitution.	Imports or attempts to import, or assists, or protects or promises to protect prostitutes from arrest.	Receives proceeds of prostitution or connected with house of prostitution or other place habitually frequented by prostitutes.	Found in the United States after having been deported as a prostitute or a procurer or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes.	Anarchists after entry.	Criminals after entry (sentenced for 1 year or more for crime committed within 5 years, or sentenced more than once for similar period for crime committed any time after entry).	Criminals prior to entry.	Total without time limit.		
	Insanity.	Other mental conditions.	Loathsome or dangerous contagious diseases. Tuberculosis (contagious).	Loathsome or dangerous contagious diseases. Others.	Pregnancy.	Physical conditions.	Other causes.	Total public charges from prior causes.													
African (black)	8	.....	1	.....	....	....	3	12	.....	35	2	3	.....	.....	.....	.....	1	....	4	41	....
Armenian	1	.....	.....	.....	....	....	....	1	.....	2	.....	.....	.....	.....	.....	.....	.....	....	.....	2	....
Bohemian and Moravian	.....	.....	.....	.....	....	....	....	.....	.....	3	.....	1	.....	1	1	.....	1	....	4	7	....
Bulgarian, Serbian, and Montenegrin	1	.....	1	.....	....	....	....	2	.....	5	.....	.....	.....	5	.....	1	1	1	8	13	....
Chinese	2	.....	.....	.....	....	....	....	2	11	41	11	1	.....	2	.....	.....	.....	....	3	55	100
Croatian and Slovenian	6	.....	.....	.....	....	....	1	7	.....	14	1	1	.....	1	.....	11	1	....	14	28	....
Cuban	.....	.....	.....	.....	....	....	....	.....	.....	6	1	.....	.....	.....	.....	.....	1	....	1	8	....
Dalmatian, Bosnian, and Herzegovinian	2	1	.....	.....	....	....	1	4	.....	4	.....	.....	.....	.....	.....	.....	.....	....	.....	4	....
Dutch and Flemish	7	.....	1	.....	....	....	....	8	.....	25	2	.....	.....	1	.....	.....	1	....	2	29	....
East Indian	.....	.....	.....	.....	....	....	....	.....	.....	22	.....	.....	.....	.....	.....	.....	.....	....	.....	22	17
English	22	1	1	1	1	1	5	32	.....	259	5	9	.....	1	.....	2	8	9	29	293	....
Finnish	8	.....	.....	.....	....	....	2	10	.....	15	.....	.....	.....	.....	.....	1	2	....	3	18	....
French	6	.....	.....	.....	....	....	1	7	.....	115	5	2	.....	2	1	1	4	1	11	131	....
German	18	1	1	1	1	....	2	24	.....	83	5	5	1	5	.....	9	8	2	30	118	....
Greek	30	.....	1	.....	....	....	13	44	.....	65	.....	.....	1	5	.....	.....	2	....	8	73	....
Hebrew	9	.....	.....	.....	....	1	2	12	.....	40	.....	2	.....	4	.....	5	2	....	13	53	....
Irish	30	2	2	.....	....	....	4	47	.....	112	3	4	.....	.....	.....	2	1	2	9	124	....
Italian (north)	9	1	.....	.....	....	1	3	14	.....	18	.....	.....	.....	3	.....	4	3	1	11	29	....
Italian (south)	66	6	2	.....	....	2	5	81	.....	163	1	2	1	6	.....	10	5	....	24	188	....
Japanese	2	.....	.....	.....	....	....	....	2	.....	40	4	1	.....	3	.....	.....	2	....	6	50	....
Korean	.....	.....	.....	.....	....	....	....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	....	.....	1	....

Lithuanian										1						2			2	3	
Magyar	3					1		4		9		1				4			5	14	
Mexican	27	1	1	2	1	3	4	39		723	11	82	1	6	20	1	52		112	846	
Polish	4					1		5		20	1			1		5	6	2	14	35	
Portuguese	2	1	2				3	8		13	2									15	
Roumanian										5			1			1		1	3	8	
Russian	3							3		40	1			1		221	4		226	267	
Ruthenian (Russniak)																2			2	2	
Scandinavian (Norwegians, Danes, and Swedes)	40						4	44		64	2	3				2	17		22	88	
Scotch	7						1	8		72	2	1		1		3	1	1	7	81	
Slovak										1							1		1	2	
Spanish	12							12		44	1	1		1		3	3	1	9	54	
Spanish American	2							2		10	5						3		3	18	
Syrian										3				1			2		3	6	
Turkish			1					1		1						1	1		2	3	
Welsh	1							1		4			1				1		2	6	
West Indian (except Cuban)	2						1	3		3										3	
Other peoples	1						1	2		21		1				1			2	23	
Total	340	14	14	4	3	10	56	441	11	2,101	66	70	6	50	22	292	134	21	595	2,762	117
Deported from Philippine Islands							17	17	99	116		1							1	117	

TABLE XIX.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, and applications for transit, fiscal year ended June 30, 1920, by causes.*

Action taken.	Insane or have been insane.	Mentally defective.	Physically defective.	Epilepsy.	Constitutional psychopathic inferiority.	Chronic alcoholism.	Loathsome or dangerous contagious diseases.	Paupers, or likely to become public charges, and professional beggars.	Contract laborers.	Accompanying aliens (under sec. 11).	Assisted aliens.	Under 16 years of age unaccompanied by parent.	Criminals.	Polygamist.	Prostitutes and females coming for any immoral purpose.	Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.	Received proceeds of prostitution.	Under passport provisions, section 3.	Geographically excluded aliens.	Under Chinese-exclusion laws.	Previously debarred within 1 year.	Illiterates.	Under section 23.	Stowaways.	Alien enemies.	Total.
Appeals from excluding decisions	5	11	265	4	5	1	24	2,195	618	93	170	155	113	1	34	22	1	16	11	7	7	744	17	274	19	4,812
Dispositions on appeal:																										
Admitted without bond	1	1	29	2	2	1	7	453	95	33	34	13	14	....	3	.....	1	....	4	3	1	169	....	42	1	907
Admitted on public-charge bond	....	2	42	....	....	....	2	426	9	13	64	19	....	....	.....	.....	....	1	....	....	2	40	....	4	....	624
Admitted temporarily without bond	....	1	.....	1	....	....	....	17	3	1	5	1	....	....	1	.....	....	....	....	....	....	16	....	1	....	47
Admitted temporarily on public-charge bond	....	2	10	....	....	....	....	106	14	4	8	17	....	....	1	.....	....	....	2	....	....	65	....	6	....	235
Admitted on school bond	....	....	....	....	....	....	....	6	....	....	....	43	....	....	....	.....	....	....	....	....	....	....	....	....	....	49
Debarred	4	5	184	1	3	....	15	1,187	497	43	59	63	99	1	29	22	....	15	5	4	4	454	17	221	18	2,950
Appeals from admitting decisions	....	....	3	....	....	....	....	5	....	....	1	....	....	....	....	.....	....	....	....	....	....	1	....	....	....	10
Disposition on appeal:																										
Admitted without bond	....	....	2	....	....	....	....	.....	....	....	1	....	....	....	....	.....	....	....	....	....	....	1	....	....	....	4
Debarred	....	....	1	....	....	....	....	5	....	....	....	....	....	....	....	.....	....	....	....	....	....	....	....	....	....	6
Applications for admission on bond without appeal:																										
Granted	....	2	.....	1	....	....	2	.....	....	1	.....	1	....	....	.....	.....	....	....	....	....	....	2	....	.....	....	9
Refused	....	1	.....	....	....	....	1	1	....	....	.....	....	....	....	.....	.....	....	....	....	....	....	....	....	.....	....	3
Applications for hospital treatment:																										
Granted	4	2	.....	....	....	....	46	.....	....	....	.....	....	....	....	.....	.....	....	....	....	....	....	....	....	.....	....	52
Refused	....	2	.....	....	....	....	5	.....	....	....	.....	....	....	....	.....	.....	....	....	....	....	....	....	....	.....	....	7
Applications for transit:																										
Granted	1	1	.....	....	....	....	....	2	....	....	.....	....	....	....	.....	.....	....	....	....	....	....	1	....	.....	....	5
Refused	....	1	.....	....	1	....	1	.....	....	....	.....	....	....	....	.....	.....	....	....	....	....	....	....	....	.....	....	3

TABLE XIX-A.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, and applications for transit, fiscal year ended June 30, 1920, by ports.*

Action taken.	New York, N. Y.	Boston, Mass.	Philadelphia, Pa.	Baltimore, Md.	Norfolk, Va.	Jacksonville, Fla.	New Orleans, La.	Galveston, Tex.	San Francisco, Calif.	Seattle, Wash.	Canadian Pacific ports.	Alaska.	Canadian border ports.	Mexican border ports.	Honolulu.	Porto Rico.	Total.
Appeals from excluding decisions	1,708	115	155	10	41	8	32	2	11	33	175	3	1,877	614	18	10	4,812
Disposition on appeal:																	
Admitted without bond	465	37	38	4	10	1	12	1	9	12	28	1	172	107	9	1	907
Admitted on public-charge bond	560	23	10	.....	1	.....	.....	.....	.....	5	1	.....	12	11	.....	1	624
Admitted temporarily without bond	27	4	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	5	5	.....	.....	47
Admitted temporarily on public-charge bond	183	14	18	.....	1	.....	1	.....	.....	4	2	.....	5	7	.....	.....	235
Admitted on school bond	26	.....	9	.....	3	.....	3	.....	.....	.....	.....	.....	4	4	.....	.....	49
Debarred	447	37	74	6	26	7	16	1	2	12	144	2	1,679	480	9	8	2,950
Appeals from admitting decisions	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5	4	.....	1	10
Disposition on appeal:																	
Admitted without bond	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	1	4
Debarred	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5	1	.....	.....	6
Applications for admission on bond without appeal:																	
Granted	3	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	4	.....	.....	.....	9
Refused	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	3
Applications for hospital treatment:																	
Granted	21	1	.....	.....	1	.....	.....	1	1	2	.....	.....	2	1	22	.....	52
Refused	2	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	4	.....	.....	.....	7
Applications for transit:																	
Granted	5	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5
Refused	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	3

TABLE XX.—*Deserting alien seamen, fiscal year ended June 30, 1920, by ports.*

New York, N. Y.	7,183	New Orleans, La.	659
Boston, Mass.	402	Galveston, Tex.	410
Philadelphia, Pa.	1,068	Port Arthur, Tex.	156
Baltimore, Md.	1,174	Gulfport, Miss.	110
Portland, Me.	174	Pascagoula, Miss.	2
Norfolk, Va.	1,388	St. Andrews, Fla.	3
Savannah, Ga.	169	Fernandina, Fla.	26
Miami, Fla.	7	San Francisco, Calif.	44
Key West, Fla.	7	Portland, Oreg.	15
Charleston, S. C.	135	Seattle, Wash.	59
Jacksonville, Fla.	22	Mexican border seaports	9
Boca Grande, Fla.	11	Alaska	1
Brunswick, Ga.	4	San Juan, P. R.	18
Tampa, Fla.	110		
Pensacola, Fla.	41	Total	13,543
Mobile, Ala.	136		

TABLE XXI.—*Alien stowaways found on board vessels arriving at ports of the United States, fiscal year ended June 30, 1920, by ports.*

New York, N. Y.	1,197	Jacksonville, Fla.	1
Boston, Mass.	67	St. Andrews, Fla.	3
Philadelphia, Pa.	182	Mobile, Ala.	40
Baltimore, Md.	176	New Orleans, La.	134
Portland, Me.	12	Galveston, Tex.	54
New Bedford, Mass.	1	Port Arthur, Tex.	19
Providence, R. I.	1	Gulfport, Miss.	6
Norfolk, Va.	218	San Francisco, Calif.	205
Savannah, Ga.	19	Seattle, Wash.	11
Tampa, Fla.	2	Mexican border seaports	2
Charleston, S. C.	15	Honolulu, Hawaii	2
Pensacola, Fla.	2	San Juan, P. R.	3
Miami, Fla.	2		
Key West, Fla.	13	Total	2,392
Fernandina, Fla.	5		

TABLE XXII.—*Comparison between alien arrivals and head-tax settlements, fiscal year ended June 30, 1920.*

Immigrant aliens admitted	430,001	
Nonimmigrant aliens admitted	191,575	
Aliens debarred	11,795	
Aliens from Porto Rico, Hawaii, Virgin Islands, Philippine Islands, and mainland	3,920	
Died	127	
Erroneous head-tax collections	2,593	
Head-tax payments pending from previous year	31,881	
		671,892
Exempt from head-tax payments, as follows:		
In transit (groups)	2,901	
Other transits (includes 10,917 Chinese in transit under bond across land territory of the United States	48,079	
One-year residents of British North America, Mexico, and Cuba, coming for temporary stay	4,385	
Domiciled aliens returning (rule 1, subd. 3 (d), (e), and (h))	48,551	
Government officials	3,560	
Alien residents of the Philippine or Virgin Islands	315	
Aliens from Porto Rico and Hawaii who reached said islands prior to July 1, 1907, or subsequent to May 1, 1917	1,313	
Aliens from the mainland	1,485	
Under 16 years of age, accompanied by parents	88,400	
Exemptions on account of aliens debarred	9,350	
Citizens erroneously manifested	1,320	
Returned alien soldiers (public resolution No. 44)	8,260	
Deserting alien seamen (not apprehended at end of 60 days, put in statistics)	2,307	
Total	220,226	
Head-tax payments pending at close of year	82,484	
		302,710
Aliens on whom head tax was paid		[1] 369,182
Amount of head tax collected during year		$2,947,984

[1] 1,368 aliens were taxed at $4 each and 367,814 at $8 each.

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From Alaska to—							
Canadian Pacific	Canada	10	9	1		10	10	
Gas boat Belvedere	Siberia	1	1			1	1	
Gas boat Flyer	Do							
Grand Trunk Pacific	Canada	10	7	3	2	8	10	
White Pass river boats	Do	2		2	1	1	2	
By land	Do	32	26	6		32	32	
	Total Alaska	55	43	12	3	52	55	
	From Baltimore, Md., to—							
Donaldson	Glasgow							
Royal Spanish Mail	Spain	544	483	61	21	523	17	527
Scandinavian American	Copenhagen	3	1	2		3	3	
	Total Baltimore	547	484	63	21	526	20	527
	From Boston, Mass., to—							
Anchor	Glasgow	71	29	42	11	60	71	
Cunard	Do	115	36	79	17	98	115	
Leyland	Liverpool	735	220	515	39	696	735	
Mexican Petroleum	Tampico, Mexico							
United Fruit	Cuba	11	9	2		11	11	
	Port Limon	31	21	10	3	28	31	
White Star	Liverpool	124	124			124	124	
	Total Boston	1,087	439	648	70	1,017	1,087	
	From Canada (Atlantic seaports) to—							
Allan	Glasgow	11	6	5	1	10	6	5
	Liverpool	62	24	38	8	54	42	20
Canadian Pacific Atlantic	Antwerp	747	644	103	21	726	87	660
	Glasgow	514	389	125	13	501	96	418
	Havre	375	356	19	4	371	54	321
	Liverpool	2,426	1,708	718	193	2,233	821	1,605
	London	357	265	92	32	325	92	265
	Southhampton	89	71	18	5	84	18	71
Donaldson	Glasgow	117	45	72	10	107	68	49
	Liverpool	21	7	14	3	18	14	7
Furness-Withey	Halifax	3	1	2		3	3	
	Liverpool	44	27	17	1	43	44	
Royal Mail Steam Packet	British West Indies	4	4			4	4	
White Star Dominion	Liverpool	6	4	2	1	5	6	
	Do	257	181	76	23	234	121	136
	Southhampton	16	9	7	2	14	13	3
	Total Atlantic seaports of Canada	5,049	3,741	1,308	317	4,732	1,489	3,560
	Via Canadian border stations to—							
By land	Canada	27,952	17,478	10,474	3,163	24,789	27,952	
	From Canada (Pacific seaports) to—							
Canadian Australian Royal Mail	Auckland	167	112	55	8	159	160	7
	Suva	2	2			2	2	
Canadian Pacific	Sydney	363	231	132	24	339	320	43
	Hongkong	2,292	2,158	134	55	2,237	496	1,796
	Kobe	26	19	7		26	26	
	Moji							
	Nagasaki	17	15	2	1	16	17	
	Shanghai	249	174	75	14	235	246	3
	Spain	1	1			1	1	
	Vladivostok							
	Yokohama	284	230	54	10	274	253	31
	Total Pacific seaports of Canada	3,401	2,942	459	112	3,289	1,521	1,880

States, fiscal year ended June 30, 1920.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
7	5	2	.....	7	7	.....	17	14	3	.....	17	17	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
4	3	1	.....	4	4	.....	14	10	4	2	12	14	.....
1	1	.....	.....	1	1	.....	3	1	2	1	2	3	.....
28	19	9	2	26	28	.....	60	45	15	2	58	60	.....
41	29	12	2	39	41	.....	96	72	24	5	91	96	.....
5	3	2	1	4	5	.....	5	3	2	1	4	5	.....
22	12	10	20	2	.....	22	566	495	71	41	525	17	549
.....	.....	.....	.....	.....	.....	.....	3	1	2	.....	3	3	.....
27	15	12	21	6	5	22	574	499	75	42	532	25	549
31	16	15	11	20	31	.....	102	45	57	22	80	102	.....
90	45	45	27	63	90	.....	205	81	124	44	161	205	.....
581	272	309	193	388	551	30	1,316	492	824	232	1,084	1,286	30
4	4	.....	.....	4	4	.....	4	4	.....	.....	4	4	.....
14	10	4	3	11	14	.....	25	19	6	3	22	25	.....
19	16	3	3	16	19	.....	50	37	13	6	44	50	.....
.....	.....	.....	.....	.....	.....	.....	124	124	.....	.....	124	124	.....
739	363	376	237	502	709	30	1,826	802	1,024	307	1,519	1,796	30
2	1	1	2	.....	.....	2	13	7	6	3	10	6	7
11	7	4	8	3	8	3	73	31	42	16	57	50	23
41	24	17	35	6	10	31	788	668	120	56	732	97	691
53	28	25	29	24	29	24	567	417	150	42	525	125	442
8	5	3	4	4	5	3	383	361	22	8	375	59	324
201	115	86	98	103	109	92	2,627	1,823	804	291	2,336	930	1,697
43	21	22	22	21	25	18	400	286	114	54	346	117	283
12	4	8	5	7	1	11	101	75	26	10	91	19	82
38	25	13	14	24	20	18	155	70	85	24	131	88	67
3	1	2	3	.....	3	.....	24	8	16	6	18	17	7
.....	.....	.....	.....	.....	.....	.....	3	1	2	.....	3	3	.....
4	4	.....	.....	4	4	.....	48	31	17	1	47	48	.....
.....	.....	.....	.....	.....	.....	.....	4	4	.....	.....	4	4	.....
10	7	3	9	1	2	8	16	11	5	10	6	8	8
36	20	16	18	18	30	6	293	201	92	41	252	151	142
.....	.....	.....	.....	.....	.....	.....	16	9	7	2	14	13	3
462	262	200	247	215	246	216	5,511	4,003	1,508	564	4,947	1,735	3,776
25,022	16,811	8,211	5,915	19,107	25,022	.....	52,974	34,289	18,685	9,078	43,896	52,974	.....
112	66	46	16	96	107	5	279	178	101	24	255	267	12
1	1	.....	.....	1	.....	1	3	3	.....	.....	3	2	1
149	76	73	26	123	140	9	512	307	205	50	462	460	52
1,298	842	456	138	1,160	1,076	222	3,590	3,000	590	193	3,397	1,572	2,018
83	48	35	13	70	83	.....	109	67	42	13	96	109	.....
4	1	3	2	2	4	.....	4	1	3	2	2	4	.....
23	16	7	1	22	23	.....	40	31	9	2	38	40	.....
773	383	390	98	675	773	.....	1,022	557	465	112	910	1,019	3
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
22	10	12	.....	22	22	.....	22	10	12	.....	22	22	.....
750	449	301	66	684	747	3	1,034	679	355	76	958	1,000	34
3,215	1,892	1,323	360	2,855	2,975	240	6,616	4,834	1,782	472	6,144	4,496	2,120

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From Charleston, S. C., to—							
Kambangan	Amsterdam	4	1	3	1	3	4	
	From Galveston, Tex., to—							
Dredge	Mexico							
Leyland	Liverpool	18	8	10	2	16	18	
Oil boat	Mexico	66	38	28	13	53	65	1
Southern Pacific	Do	2	2			2	2	
Tramp	Liverpool	2	1	1		2	2	
	Mexico	2	2			2	2	
Tug	Do							
	Total Galveston	90	51	39	15	75	89	1
	From Gulfport, Miss., to—							
Tramp	Argentina	6	4	2	3	3	6	
	Total Gulfport	6	4	2	3	3	6	
	From Honolulu to—							
Canadian Australian	Auckland	77	34	43	10	67	55	22
Royal Mail	Suva	8	6	2	2	6	6	2
	Sydney	65	26	39	5	60	58	7
	Vancouver	216	110	106	10	206	142	74
	Victoria	61	29	32	8	53	29	32
China Mail	Hongkong	446	413	33	1	445	15	431
	Shanghai	3	1	2		3		3
	Yokohama	70	54	16	2	68	6	64
Oceanic	Pagopago	4	4			4	2	2
	Sydney	65	37	28	2	63	63	2
Pacific Mail	Hongkong	61	59	2		61	3	58
	Kobe	1	1			1		1
	Shanghai	6	5	1		6	2	4
	Yokohama	43	39	4		43	10	33
Toyo Kisen Kaisha	Hongkong	67	52	15	3	64	16	51
	Kobe	715	471	244	3	712	7	708
	Nagasaki	26	15	11		26	1	25
	Shanghai	6	3	3		6	6	
	South America	2	2			2	2	
	Yokohama	3,191	1,988	1,203	32	3,159	125	3,066
	Total Honolulu	5,133	3,349	1,784	78	5,055	548	4,585
	From Key West, Fla., to—							
Peninsular & Occidental	Cuba	15,198	11,850	3,348	1,476	13,722	7,933	7,265
Sailing vessels	Do	4	4			4	4	
Miscellaneous	Do							
	Total Key West	15,202	11,854	3,348	1,476	13,726	7,937	7,265
	Via Mexico (border stations)—							
By land	Mexico	10,756	7,588	3,168	1,611	9,145	10,756	
	From Mexico (Pacific seaports) to—							
Admiral Line	Guatemala							
	Honduras							
	Mexico	32	25	7	2	30	5	27
	Nicaragua							
	San Salvador	1	1			1	1	
Allenaire	Mexico							
Alliance-Independent	Do	1	1			1	1	
California & Mexico	Mazatlan, Mexico	4	2	2		4	4	
	Mexico	45	27	18	5	40	43	2
Curacoa	Guatemala							
	Honduras							
	Mazatlan, Mexico	2	1	1		2	2	
	Mexico	10	8	2		10	3	7
Gulf Mail	Do	12	6	6	2	10	12	

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
1	.....	1	.....	1	.....	1	5	1	4	1	4	4	1
4	2	2	.....	4	4	.....	4	2	2	.....	4	4	.....
11	4	7	8	3	11	.....	29	12	17	10	19	29	.....
511	398	113	37	474	493	18	577	436	141	50	527	558	19
41	26	15	5	36	41	.....	43	28	15	5	38	43	.....
1	.....	1	.....	1	1	.....	3	1	2	.....	3	3	.....
18	17	1	.....	18	18	.....	20	19	1	.....	20	20	.....
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
587	448	139	50	537	569	18	677	499	178	65	612	658	19
.....	.....	.....	.....	.....	.....	.....	6	4	2	3	3	6	.....
.....	.....	.....	.....	.....	.....	.....	6	4	2	3	3	6	.....
8	3	5	2	6	8	.....	85	37	48	12	73	63	22
5	1	4	2	3	1	4	13	7	6	4	9	7	6
23	15	8	2	21	19	4	88	41	47	7	81	77	11
444	226	218	79	365	317	127	660	336	324	89	571	459	201
196	100	96	63	133	129	67	257	129	128	71	186	158	99
170	120	50	84	86	46	124	616	533	83	85	531	61	555
15	6	9	3	12	11	4	18	7	11	3	15	11	7
40	21	19	27	13	12	28	110	75	35	29	81	18	92
12	10	2	2	10	10	2	16	14	2	2	14	12	4
26	16	10	.....	26	25	1	91	53	38	2	89	88	3
55	26	29	6	49	43	12	116	85	31	6	110	46	70
1	.....	1	.....	1	1	.....	2	1	1	.....	2	1	1
16	11	5	.....	16	13	3	22	16	6	.....	22	15	7
49	24	25	9	40	44	5	92	63	29	9	83	54	38
78	52	26	21	57	30	48	145	104	41	24	121	46	99
456	229	227	437	19	8	448	1,171	700	471	440	731	15	1,156
29	14	15	25	4	7	22	55	29	26	25	30	8	47
14	6	8	2	12	14	.....	20	9	11	2	18	20	.....
.....	.....	.....	.....	.....	.....	.....	2	2	.....	.....	2	2	.....
1,841	916	925	1,665	176	131	1,710	5,032	2,904	2,128	1,697	3,335	256	4,776
3,478	1,796	1,682	2,429	1,049	869	2,609	8,611	5,145	3,466	2,507	6,104	1,417	7,194
15,906	10,891	5,015	1,120	14,786	14,212	1,694	31,104	22,741	8,363	2,596	28,508	22,145	8,959
3	3	.....	.....	3	3	.....	7	7	.....	.....	7	7	.....
11	9	2	.....	11	8	3	11	9	2	.....	11	8	3
15,920	10,903	5,017	1,120	14,800	14,223	1,697	31,122	22,757	8,365	2,596	28,526	22,160	8,962
1,523	922	601	872	651	1,523	.....	12,279	8,510	3,769	2,483	9,796	12,279	.....
3	2	1	.....	3	3	.....	3	2	1	.....	3	3	.....
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
15	13	2	2	13	12	3	47	38	9	4	43	17	30
1	.....	1	.....	1	1	.....	1	.....	1	.....	1	1	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
6	6	.....	.....	6	6	.....	6	6	.....	.....	6	6	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
2	2	.....	.....	2	2	.....	6	4	2	.....	6	6	.....
11	6	5	3	8	11	.....	56	33	23	8	48	54	2
3	2	1	2	1	3	.....	3	2	1	2	1	3	.....
2	1	1	.....	2	2	.....	2	1	1	.....	2	2	.....
.....	.....	.....	.....	.....	.....	.....	2	1	1	.....	2	2	.....
2	.....	2	1	1	2	.....	12	8	4	1	11	5	7
6	3	3	1	5	6	.....	18	9	9	3	15	18	.....

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From Mexico (Pacific seaports) to—							
Kondo	Mexico							
Mexicale	Do	3	2	1	1	2	3	
Mexican Independent & Division.	Do	4	2	2		4	4	
Osaka Shosen Kaisha	Japan	117	86	31	1	116	12	105
Pacific	Mexico	12	8	4		12	2	10
Pacific Mail	Do	72	50	22	8	64	41	31
	Balboa	9	7	2	2	7	8	1
	Salina Cruz							
	Canal Zone							
	Cristobal, Panama							
	Chile							
	Guatemala	2	1	1		2	2	
	Honduras							
	Mazatlan, Mexico	3	2	1		3	3	
	Nicaragua	1	1			1	1	
	San Salvador							
Peerless	Mexico	2	2			2	2	
San Antonio	Do							
Silver Spray	Do	6	4	2		6	6	
Toyo Kisen Kaisha	Kobe	5	4	1		5	1	4
	South America	1	1			1		1
	Yokohama	92	56	36	3	89	16	76
San Diego Navigation	Mexico	216	144	72	29	187	216	
	Total Mexico	652	441	211	53	599	388	264
	From Miami, Fla., to—							
Sailing vessels	British West Indies	2,888	2,170	718	208	2,680	914	1,974
	Cuba	4	3	1		4	4	
	Total Miami	2,892	2,173	719	208	2,684	918	1,974
	From Mobile, Ala., to—							
Antillian	Liverpool	23	7	16	6	17	23	
Asian	Do	9	4	5		9	9	
Bowden	British Honduras	1		1		1	1	
	Honduras	1	1			1	1	
Frontera	Do							
Lake Duane	Cuba	1	1			1	1	
P. Clair	Spain	2	1	1		2	2	
Sailing vessels	Liverpool							
	Mexico	2	2			2	2	
United Fruit	British Honduras	12	6	6	1	11	12	
	Guatemala	2	1	1		2	2	
	Mexico							
Vera	British Honduras	17	12	5	1	16	17	
	Guatemala	6	4	2		6	6	
	Total Mobile	76	39	37	8	68	76	
	From New Orleans, La., to—							
Bluefields Fruit	British West Indies	60	33	27	9	51	60	
	Nicaragua	130	102	28	13	117	130	
Cuyamel	Do	13	10	3	2	11	13	
	Spanish Honduras	226	159	67	32	194	226	
Mexican Fruit	Mexico							
Norton Lilly	British Honduras	2	2			2	2	
Manufacturing	Do	23	18	5	2	21	23	
Pinillos Line	Cuba	280	273	7	10	270	14	266
	Spain	122	102	20	10	112	23	99
Southern Pacific	Cuba	457	347	110	53	404	299	158
Steele	British Honduras							
Tramp	British West Indies	10	8	2		10	10	
	Canal Zone	2	2			2	2	
	Colombia							
	Cuba	304	273	31	18	286	93	211
	Ecuador	8	5	3	2	6	8	
	France	157	94	63	36	121	90	79

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
4	2	2		4	4		4	2	2		4	4	
							3	2	1	1	2	3	
							4	2	2		4	4	
55	33	22	55		6	49	172	119	53	56	116	18	154
7	5	2	1	6	7		19	13	6	1	18	9	10
87	52	35	14	73	80	7	159	102	57	22	137	121	38
30	20	10	1	29	26	4	39	27	12	3	36	34	5
4	4			4	4		4	4			4	4	
20	14	6		20	17	3	20	14	6		20	17	3
1		1		1	1		1		1		1	1	
4	1	3	2	2	4		4	1	3	2	2	4	
10	6	4	2	8	9	1	12	7	5	2	10	11	1
2	1	1		2	2		2	1	1		2	2	
3	2	1	1	2	3		6	4	2	1	5	6	
6	3	3	2	4	6		7	4	3	2	5	7	
2	1	1		2	2		2	1	1		2	2	
							2	2			2	2	
2	2			2	2		2	2			2	2	
2	2			2	2		8	6	2		8	8	
4	2	2	3	1	4		9	6	3	3	6	5	4
							1	1			1		1
55	23	32	49	6	9	46	147	79	68	52	95	25	122
102	86	16	16	86	102		318	230	88	45	273	318	
452	295	157	153	297	339	113	1,104	736	368	208	896	727	377
1,468	1,042	426	195	1,273	974	494	4,356	3,212	1,144	403	3,953	1,888	2,468
66	63	3	30	36	66		70	66	4	30	40	70	
1,534	1,105	429	225	1,309	1,040	494	4,426	3,278	1,148	433	3,993	1,958	2,468
13	8	5	7	6	13		36	15	21	13	23	36	
11	6	5	3	8	11		20	10	10	3	17	20	
1	1			1	1		2	1	1		2	2	
							1	1			1	1	
4	4			4	4		4	4			4	4	
							1	1			1	1	
2		2	2		2		4	1	3	2	2	4	
2	1	1		2	2		2	1	1		2	2	
							2	2			2	2	
9	7	2	1	8	9		21	13	8	2	19	21	
2	1	1		2	2		4	2	2		4	4	
4	3	1	1	3	4		4	3	1	1	3	4	
10	8	2		10	10		27	20	7	1	26	27	
3	3			3	3		9	7	2		9	9	
61	42	19	14	47	61		137	81	56	22	115	137	
51	36	15	7	44	51		111	69	42	16	95	111	
196	147	49	24	172	196		326	249	77	37	289	326	
34	29	5	5	29	34		47	39	8	7	40	47	
404	305	99	37	367	404		630	464	166	69	561	630	
2	2			2	2		2	2			2	2	
2	2			2	2		4	4			4	4	
10	9	1		10	10		33	27	6	2	31	33	
50	29	21	17	33	44	6	330	302	28	27	303	58	272
5	4	1	4	1	3	2	127	106	21	14	113	26	101
602	418	184	64	538	573	29	1,059	765	294	117	942	872	187
6	3	3	1	5	6		6	3	3	1	5	6	
16	6	10	3	13	16		28	14	12	3	23	26	
2	1	1		2	2		4	3	1		4	4	
5	3	2		5	5		5	3	2		5	5	
108	72	36	5	103	107	1	412	345	67	23	389	200	212
2	2			2	2		10	7	3	2	8	10	
22	17	5	4	18	14	8	179	111	68	40	139	104	75

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From New Orleans, La., to—							
Tramp	French West Indies	3	2	1	1	2	3	
	Ireland	4	3	1		4	4	
	Japan							
	Mexico	2	2			2	2	
	Santo Domingo	1	1			1	1	
	Spain	180	136	44	45	135	24	156
	Venezuela							
Vaccaro	Honduras	370	247	123	86	284	370	
United Fruit	British Honduras	166	114	52	16	150	166	
	British West Indies	23	13	10	4	19	23	
	Canal Zone	464	358	106	32	432	464	
	Costa Rica	7	6	1		7	7	
	Cuba	330	233	97	51	279	330	
	Guatemala	546	388	158	61	485	546	
	Honduras	48	37	11	3	45	48	
	Panama	16	11	5	4	12	16	
United States Army Transport.	Canal Zone	1	1			1	1	
	Total New Orleans	3,955	2,980	975	490	3,465	2,998	957
	From Newport News, Va., to—							
Pacific Steam Navigation.	London	2	1	1		2	2	
	From New York to—							
American	Cherbourg	840	699	141	18	822	206	634
	Constantinople	49	49			49	43	6
	Hamburg	5,323	4,696	627	82	5,241	119	5,204
	Miscellaneous	1,313	1,251	62	7	1,306	15	1,298
	Plymouth	14	13	1		14	13	1
	Southampton	294	219	75	22	272	124	170
Anchor	Genoa	15	14	1		15		15
	Glasgow	1,902	789	1,113	167	1,735	1,206	696
	Londonderry	1,280	484	796	41	1,239	250	1,030
	Naples	842	842		1	841	22	820
	Palermo	5	5			5		5
Atlantic Fruit	British West Indies	10	9	1	2	8	10	
Black Star	Panama	9	3	6	1	8	9	
Booth	Brazil	61	37	24	2	59	43	18
	British West Indies	223	129	94	22	201	117	106
	Chile	1	1			1	1	
Clyde	British West Indies	31	12	19	4	27	31	
	Santo Domingo	638	412	226	70	568	638	
Cunard	Australia	4	1	3	2	2	4	
	Cherbourg	9,261	8,387	874	218	9,043	1,165	8,096
	Genoa	74	70	4		74	52	22
	Hamburg	2,488	2,077	411	66	2,422	419	2,069
	Havre	6,845	6,328	517	112	6,733	1,337	5,508
	Liverpool	10,625	6,323	4,302	767	9,858	5,258	5,367
	London	466	305	161	34	432	266	200
	Marseilles	83	79	4	3	80	20	63
	Naples	84	77	7	1	83		84
	Patras	585	559	26	14	571	128	457
	Piraeus	4,446	4,240	206	46	4,400	363	4,083
	Plymouth	2,539	1,704	835	158	2,381	2,314	225
	Rotterdam	50	26	24	9	41	50	
	Southampton	4,009	2,875	1,134	209	3,800	2,722	1,287
	Trieste	2,278	1,962	316	68	2,210	103	2,175
	Miscellaneous	474	439	35	13	461		474
Fabre	Azores	373	297	76	10	363	187	186
	Constantinople	826	819	7	2	824	16	810
	Lisbon	510	445	65	23	487	118	392
	Madeira	191	155	36	10	181	18	173
	Marseilles	1,752	1,515	237	59	1,693	243	1,509
	Miscellaneous	258	220	38	1	257	258	
	Naples	8,416	7,223	1,193	285	8,131	448	7,968
	Palermo	3,110	2,591	519	156	2,954	332	2,778
	Piraeus	5,146	4,769	377	98	5,048	749	4,397
	Spain	91	81	10		91	8	83
	Trieste	332	262	70	7	325	40	292

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
1	1			1	1		4	3	1	1	3	4	
							4	3	1		4	4	
1	1			1	1		1	1			1	1	
							2	2			2	2	
							1	1			1	1	
8	5	3	3	5	7	1	188	141	47	48	140	31	157
4	2	2		4	4		4	2	2		4	4	
370	269	101	50	320	370		740	516	224	136	604	740	
107	70	37	16	91	107		273	184	89	32	241	273	
21	17	4		21	21		44	30	14	4	40	44	
2,196	1,385	811	189	2,007	2,196		2,660	1,743	917	221	2,439	2,660	
14	9	5	1	13	14		21	15	6	1	20	21	
837	520	317	88	749	837		1,167	753	414	139	1,028	1,167	
426	297	129	49	377	426		972	685	287	110	862	972	
187	140	47	14	173	187		235	177	58	17	218	235	
172	118	54	15	157	172		188	129	59	19	169	188	
88	27	61	18	70	88		89	28	61	18	71	89	
5,949	3,946	2,003	614	5,335	5,902	47	9,904	6,926	2,978	1,104	8,800	8,900	1,004
							2	1	1		2	2	
257	166	91	77	180	152	105	1,097	865	232	95	1,002	358	739
27	17	10		27	27		76	66	10		76	70	6
579	350	229	281	298	71	508	5,902	5,046	856	363	5,539	190	5,712
64	40	24	43	21	2	62	1,377	1,291	86	50	1,327	17	1,360
16	13	3	2	14	9	7	30	26	4	2	28	22	8
121	70	51	27	94	90	31	415	289	126	49	366	214	201
3	2	1	2	1		3	18	16	2	2	16		18
1,333	688	645	496	837	811	522	3,235	1,477	1,758	663	2,572	2,017	1,218
1,010	606	404	356	654	212	798	2,290	1,090	1,200	397	1,893	462	1,828
32	26	6	7	25	5	27	874	868	6	8	866	27	847
							5	5			5		5
							10	9	1	2	8	10	
							9	3	6	1	8	9	
103	72	31	14	89	96	7	164	109	55	16	148	139	25
148	91	57	63	85	92	56	371	220	151	85	286	209	162
2	1	1		2	2		3	2	1		3	3	
22	15	7	4	18	22		53	27	26	8	45	53	
757	494	263	83	674	742	15	1,395	906	489	153	1,242	1,380	15
3	1	2	1	2	3		7	2	5	3	4	7	
2,421	1,590	831	529	1,892	1,832	589	11,682	9,977	1,705	747	10,935	2,997	8,685
13	11	2	9	4	4	9	87	81	6	9	78	56	31
298	165	133	127	171	219	79	2,786	2,242	544	193	2,593	638	2,148
762	459	303	223	539	643	119	7,607	6,787	820	335	7,272	1,980	5,627
5,500	3,305	2,195	1,540	3,960	3,267	2,233	16,125	9,628	6,497	2,307	13,818	8,525	7,600
319	189	130	60	259	219	100	785	494	291	94	691	485	300
							83	79	4	3	80	20	63
9	7	2	8	1		9	93	84	9	9	84		93
92	73	19	28	64	68	24	677	632	45	42	635	196	481
234	158	76	119	115	112	122	4,680	4,398	282	165	4,515	475	4,205
1,631	1,058	573	229	1,402	1,566	65	4,170	2,762	1,408	387	3,783	3,880	290
							50	26	24	9	41	50	
3,038	2,128	910	324	2,714	2,443	595	7,047	5,003	2,044	533	6,514	5,165	1,882
224	136	88	157	67	50	174	2,502	2,098	404	225	2,277	153	2,349
14	8	6	7	7		14	488	447	41	20	468		488
179	110	69	108	71	129	50	552	407	145	118	434	316	236
13	6	7	8	5	4	9	839	825	14	10	829	20	819
141	92	49	47	94	109	32	651	537	114	70	581	227	424
35	23	12	25	10	11	24	226	178	48	35	191	29	197
492	265	227	149	343	360	132	2,244	1,780	464	208	2,036	603	1,641
89	49	40	44	45	42	47	347	269	78	45	302	300	47
1,723	955	768	1,201	522	522	1,201	10,139	8,178	1,961	1,486	8,653	970	9,169
829	489	340	569	260	226	603	3,989	3,080	859	725	3,214	558	3,381
1,051	780	271	401	650	341	710	6,197	5,549	648	499	5,698	1,090	5,107
29	19	10	7	22	25	4	120	100	20	7	113	33	87
49	25	24	47	2	8	41	381	287	94	54	327	48	333

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From New York to—							
French	Bordeaux	7,357	6,539	818	225	7,132	1,078	6,279
	British West Indies	5	4	1		5	2	3
	Genoa	6	6			6		6
	Havre	42,857	35,915	6,942	1,722	41,135	10,112	32,745
	Miscellaneous	1,373	1,249	124	25	1,348	68	1,311
	Naples	5	5			5		5
	San Domingo	11	8	3		11	11	
	Southampton	3	2	1		3	1	2
Holland American	Boulogne	7,683	5,837	1,846	376	7,307	2,556	5,127
	Falmouth	77	50	27	4	73	77	
	Marseilles	26	22	4	2	24		26
	Plymouth	611	389	222	49	562	611	
	Rotterdam	9,866	7,570	2,296	563	9,303	3,685	6,181
Italiana Transatlantica	Constantinople	94	88	6		94	24	70
	Genoa	3,225	2,463	762	94	3,131	1,065	2,160
	Messina							
	Miscellaneous	1,209	1,044	165	33	1,176	29	1,180
	Naples	13,904	12,542	1,362	327	13,577	1,337	12,567
	Palermo	132	101	31	5	127		132
	Patras	147	144	3		147	30	117
	Piraeus							
	Trieste	471	388	83	9	462		471
Lamport & Holt	Argentina	523	358	165	66	457	391	132
	Brazil	535	371	164	54	481	368	167
	Peru	5	4	1		5	4	1
	Uruguay	73	49	24	3	70	45	28
La Veloce	Genoa	304	254	50	2	302	16	288
	Naples	1,122	911	211	47	1,075	58	1,064
	Trieste	72	66	6		72		72
Lloyd Brasiliero	Brazil	375	250	125	62	313	275	100
	British West Indies	49	25	24	4	45	14	35
	Chili	5	5			5	5	
Lloyd Sabaudo	Constantinople	42	42			42		42
	Genoa	1,547	1,321	226	50	1,497	285	1,262
	Miscellaneous	4,745	4,361	384	38	4,707	208	4,539
	Naples	9,721	8,659	1,062	306	9,415	657	9,064
Munson	Argentina	50	33	17	7	43	45	5
	Brazil	53	38	15	2	51	44	9
	Cuba	536	326	210	85	451	528	8
	Uruguay	1,739	1,670	69	11	1,728	265	1,474
National Steam Navigation	Piraeus	4,341	3,934	407	66	4,275	1,319	3,022
Navigazione Generale Italiana	Constantinople	367	352	15		367	9	358
	Genoa	4,218	3,300	918	209	4,009	785	3,433
	Glasgow	13	8	5		13	13	
	Messina	46	36	10	1	45		46
	Miscellaneous	1,324	1,032	292	54	1,270	22	1,302
	Naples	18,949	16,609	2,340	872	18,077	1,365	17,584
	Palermo	264	196	68	11	253	71	193
	Piraeus	298	279	19	7	291	32	266
	Trieste	2,425	2,196	229	41	2,384		2,425
New York & Cuba Mail	British West Indies	170	76	94	23	147	170	
	Cuba	5,259	4,165	1,094	336	4,923	3,083	2,176
	Mexico	1,500	940	560	206	1,294	1,302	198
	Spain	50	45	5	1	49	6	44
New York & Porto Rico	British West Indies							
	Haiti							
	Panama							
Norwegian American	Bergen	2,309	1,348	961	101	2,208	497	1,812
	Christiania	2,896	1,641	1,255	143	2,753	1,006	1,890
	Christiansand	242	127	115	23	219	78	164
	Copenhagen	128	82	46	4	124	76	52
	Gothenberg	145	72	73	2	143	20	125
	Miscellaneous	225	113	112	6	219	7	218
	Stavenger	283	194	89	12	271	42	241
Panama	Azores	1	1			1	1	
	British West Indies	1	1			1		1
	Haiti	231	161	70	29	202	231	
	Panama	507	357	150	53	454	507	
	Plymouth	10	7	3	1	9		10

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
1,117	661	456	321	796	713	404	8,474	7,200	1,274	546	7,928	1,791	6,683
.....	.....	.....	.....	.....	.....	.....	5	4	1	.....	5	2	3
.....	.....	.....	.....	.....	.....	.....	6	6	.....	.....	6	.....	6
16,773	10,131	6,642	3,266	13,507	13,121	3,652	59,630	46,046	13,584	4,988	54,642	23,233	36,397
108	64	39	83	20	13	90	1,476	1,313	163	108	1,368	75	1,401
.....	.....	.....	.....	.....	.....	.....	5	5	.....	.....	5	.....	5
.....	.....	.....	.....	.....	.....	.....	11	8	3	.....	11	11	.....
.....	.....	.....	.....	.....	.....	.....	3	2	1	.....	3	1	2
3,622	2,108	1,514	980	2,642	2,691	931	11,305	7,945	3,360	1,356	9,949	5,247	6,058
46	35	11	4	42	46	.....	123	85	38	8	115	123	.....
7	5	2	4	3	.....	7	33	27	6	6	27	.....	33
796	526	270	67	729	796	.....	1,407	915	492	116	1,291	1,407	.....
3,043	1,919	1,124	874	2,169	2,378	665	12,909	9,489	3,420	1,437	11,472	6,063	6,846
35	22	13	.....	35	34	1	129	110	19	.....	129	58	71
1,021	597	424	536	485	472	549	4,246	3,060	1,186	630	3,616	1,537	2,709
6	6	.....	.....	6	.....	6	6	6	.....	.....	6	.....	6
76	36	40	69	7	8	68	1,285	1,080	205	102	1,183	37	1,248
2,410	1,604	806	1,278	1,132	748	1,662	16,314	14,146	2,168	1,605	14,709	2,085	14,229
75	45	30	44	31	.....	75	207	146	61	49	158	.....	207
.....	.....	.....	.....	.....	.....	.....	147	144	3	.....	147	30	117
9	8	1	3	6	8	1	9	8	1	3	6	8	1
98	52	46	83	15	.....	98	569	440	129	92	477	.....	569
811	534	277	108	703	750	61	1,334	892	442	174	1,160	1,141	193
879	584	295	121	758	801	78	1,414	955	459	175	1,239	1,169	245
6	4	2	1	5	5	1	11	8	3	1	10	9	2
77	41	36	14	63	72	5	150	90	60	17	133	117	33
46	29	17	40	6	8	38	350	283	67	42	308	24	326
324	191	133	287	37	31	293	1,446	1,102	344	334	1,112	89	1,357
.....	.....	.....	.....	.....	.....	.....	72	66	6	.....	72	.....	72
181	121	60	30	151	169	12	556	371	185	92	464	444	112
37	18	19	22	15	13	24	86	43	43	26	60	27	59
11	6	5	3	8	11	.....	16	11	5	3	13	16	.....
.....	.....	.....	.....	.....	.....	.....	42	42	.....	.....	42	.....	42
305	175	130	188	117	156	149	1,852	1,496	356	238	1,614	441	1,411
157	97	60	134	23	28	129	4,902	4,458	444	172	4,730	234	4,668
1,337	812	525	1,049	288	220	1,117	11,058	9,471	1,587	1,355	9,703	877	10,181
63	38	25	8	55	59	4	113	71	42	15	98	104	9
90	61	29	10	80	90	.....	143	99	44	12	131	134	9
620	378	242	80	540	600	20	1,156	704	452	165	991	1,128	28
9	5	4	3	6	8	1	1,748	1,675	73	14	1,734	273	1,475
711	497	214	436	275	452	259	5,052	4,431	621	502	4,550	1,771	3,281
24	14	10	8	16	20	4	391	366	25	8	383	29	362
1,212	703	509	710	502	554	658	5,430	4,003	1,427	919	4,511	1,339	4,091
.....	.....	.....	.....	.....	.....	.....	13	8	5	.....	13	13	.....
12	8	4	9	3	.....	12	58	44	14	10	48	.....	58
182	108	74	166	16	30	152	1,506	1,140	366	220	1,286	52	1,454
3,836	2,334	1,502	2,787	1,049	919	2,917	22,785	18,943	3,842	3,659	19,126	2,284	20,501
144	86	58	90	54	66	78	408	282	126	101	307	137	271
38	26	12	21	17	15	23	336	305	31	28	308	47	289
162	97	65	132	30	.....	162	2,587	2,293	294	173	2,414	.....	2,587
135	67	68	16	119	135	.....	305	143	162	39	266	305	.....
3,446	2,184	1,262	178	3,268	3,334	112	8,705	6,349	2,356	514	8,191	6,417	2,288
494	323	171	46	448	489	5	1,994	1,263	731	252	1,742	1,791	203
10	6	4	6	4	4	6	60	51	9	7	53	10	50
7	5	2	2	5	7	.....	7	5	2	2	5	7	.....
8	1	7	2	6	8	.....	8	1	7	2	6	8	.....
59	24	35	6	53	59	.....	59	24	35	6	53	59	.....
1,932	1,135	797	592	1,340	475	1,457	4,241	2,483	1,758	693	3,548	972	3,269
2,187	1,228	959	725	1,462	733	1,454	5,083	2,869	2,214	868	4,215	1,739	3,344
138	69	69	58	80	23	115	380	196	184	81	299	101	279
100	57	43	30	70	80	20	228	139	89	34	194	156	72
194	105	89	60	134	26	168	339	177	162	62	287	46	293
210	107	103	83	127	10	200	435	220	215	89	346	17	418
375	216	159	100	275	41	334	658	410	248	112	546	83	575
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
4	2	2	.....	4	4	.....	5	3	2	.....	5	4	1
359	236	123	38	321	359	.....	590	397	193	67	523	590	.....
4,481	2,424	2,057	763	3,718	4,481	.....	4,988	2,781	2,207	816	4,172	4,988	.....
.....	.....	.....	.....	.....	.....	.....	10	7	3	1	9	.....	10

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From New York to—							
Quebec	Bermuda	1,311	663	648	104	1,207	1,311	
	British Guiana	39	24	15	1	38	26	13
	British West Indies	678	333	345	33	645	349	329
	Christiania	90	48	42	5	85	8	82
	Copenhagen	39	14	25		39	39	
	Dutch Guiana	17	9	8	8	9	17	
	French Guiana	17	12	5		17	15	2
	French West Indies	45	29	16	6	39	42	3
	Santo Domingo	2		2		2	1	1
Red Cross	Canada	342	185	157	23	319	342	
Red D	Dutch West Indies	173	133	40	5	168	173	
	Queenstown	1	1			1		1
	Venezuela	545	390	155	50	495	545	
Red Star	Antwerp	1,216	945	271	63	1,153		1,216
	Cherbourg	20	11	9	1	19		20
	Hamburg	154	132	22	1	153		154
	Southampton	250	186	64	6	244		250
	Miscellaneous	293	244	49	2	291		293
Royal Dutch West Indian Mail.	British West Indies							
	Brazil	7	6	1		7	7	
	Dutch Guiana	4	3	1		4	4	
	Dutch West Indies	17	11	6		17	17	
	Haiti	197	142	55	15	182	197	
Royal Mail Steam Packet.	Chile	15	9	6	1	14	15	
	Dutch West Indies	7	3	4		7	7	
	Haiti	2	2			2	2	
	Panama	1	1			1	1	
	Peru	22	13	9	2	20	18	4
Scandinavian American	Bergen							
	Christiania	1,810	1,195	615	70	1,740	424	1,386
	Christiansand	226	112	114	16	210	54	172
	Copenhagen	5,248	3,743	1,505	249	4,999	1,646	3,602
	Cuba	36	25	11		36	36	
	Gothenberg	449	283	166	9	440	18	431
	Miscellaneous	988	776	212	25	963	27	961
	Stavanger	3	2	1		3	2	1
	Xiansiard							
	Xionia							
Spanish	Cuba	370	266	104	37	333	254	116
	Mexico	125	77	48	17	108	89	36
	Spain	1,500	1,299	201	63	1,437	335	1,165
Swedish American	Gothenberg	5,554	2,897	2,657	210	5,344	1,253	4,301
Trinidad	British West Indies	518	269	249	49	469	518	
	British Guiana	84	48	36	8	76	84	
	Dutch Guiana	15	8	7	4	11	15	
United Fruit	British West Indies	871	425	446	82	789	871	
	Colombia	561	407	154	56	505	561	
	Costa Rica	275	158	117	32	243	275	
	Cuba	346	232	114	33	313	346	
	French West Indies	8	5	3	1	7	8	
	Guatemala	11	7	4		11	11	
	Panama	791	559	232	54	737	791	
White Star	Antwerp	1,522	1,297	225	56	1,466	523	999
	Azores	306	205	101	14	292	43	263
	Cherbourg	8,407	7,501	906	231	8,176	1,135	7,272
	Copenhagen	9	7	2	1	8		9
	Genoa	1,603	1,344	259	37	1,566	448	1,155
	Gibraltar	13	9	4	3	10	13	
	Hamburg	216	188	28	2	214		216
	Havre	243	236	7	4	239		243
	Liverpool	9,857	5,428	4,429	676	9,181	4,908	4,949
	Plymouth	525	385	140	24	501	425	100
	Queenstown	407	54	353	1	406		407
	Miscellaneous	893	783	110	13	880		893
	Naples	6,958	6,094	864	246	6,712	607	6,351
	Southampton	3,663	2,403	1,260	239	3,424	2,079	1,584
	Trieste	83	74	9	3	80		83
Miscellaneous	Argentina	22	15	7		22	22	
	Australia	1	1			1	1	
	Bermuda	191	107	84	18	173	191	
	Brazil	15	13	2		15	15	
	British West Indies	160	77	83	28	132	138	22
	Callao							

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
4,122	1,886	2,236	170	3,952	4,122	.....	5,433	2,549	2,884	274	5,159	5,433	.....
55	37	18	2	53	51	4	94	61	33	3	91	77	17
422	223	199	160	262	294	128	1,100	556	544	193	907	643	457
.....	.....	.....	.....	.....	.....	.....	90	48	42	5	85	8	82
.....	.....	.....	.....	.....	.....	.....	39	14	25	.....	39	39	.....
16	9	7	.....	16	16	.....	33	18	15	8	25	33	.....
5	3	2	.....	5	5	.....	22	15	7	.....	22	20	2
8	6	2	.....	8	7	1	53	35	18	6	47	49	4
.....	.....	.....	.....	.....	.....	.....	2	.....	2	.....	2	1	1
281	148	133	47	234	281	.....	623	333	290	70	553	623	.....
79	64	15	6	73	79	.....	252	197	55	11	241	252	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	.....	1
280	203	77	30	250	280	.....	825	593	232	80	745	825	.....
339	193	146	132	207	.....	339	1,555	1,138	417	195	1,360	.....	1,555
7	4	3	3	4	.....	7	27	15	12	4	23	.....	27
17	13	4	13	4	.....	17	171	145	26	14	157	.....	171
133	76	57	35	98	.....	133	383	262	121	41	342	.....	383
53	29	24	37	16	.....	53	346	273	73	39	307	.....	346
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
5	4	1	.....	5	5	.....	12	10	2	.....	12	12	.....
3	2	1	.....	3	3	.....	7	5	2	.....	7	7	.....
14	9	5	1	13	14	.....	31	20	11	1	30	31	.....
171	117	54	15	156	171	.....	368	259	109	30	338	368	.....
19	9	10	4	15	19	.....	34	18	16	5	29	34	.....
.....	.....	.....	.....	.....	.....	.....	7	3	4	.....	7	7	.....
.....	.....	.....	.....	.....	.....	.....	2	2	.....	.....	2	2	.....
12	7	5	.....	12	12	.....	13	8	5	.....	13	13	.....
18	11	7	1	17	18	.....	40	24	16	3	37	36	4
3	2	1	.....	3	3	.....	3	2	1	.....	3	3	.....
1,094	663	431	370	724	308	786	2,904	1,858	1,046	440	2,464	732	2,172
134	71	63	67	67	25	109	360	183	177	83	277	79	281
2,671	1,664	1,007	890	1,781	1,148	1,523	7,919	5,407	2,512	1,139	6,780	2,794	5,125
.....	.....	.....	.....	.....	.....	.....	36	25	11	.....	36	36	.....
318	190	128	104	214	30	288	767	473	294	113	654	48	719
340	228	112	133	207	12	328	1,328	1,004	324	158	1,170	39	1,289
5	1	4	3	2	.....	5	8	3	5	3	5	2	6
60	29	31	35	25	13	47	60	29	31	35	25	13	47
101	55	46	30	71	38	63	101	55	46	30	71	38	63
57	32	25	10	47	44	13	427	298	129	47	380	298	129
5	1	4	2	3	5	.....	130	78	52	19	111	94	36
227	130	97	119	108	99	128	1,727	1,429	298	182	1,545	434	1,293
3,492	1,913	1,579	984	2,508	1,071	2,421	9,046	4,810	4,236	1,194	7,852	2,324	6,722
238	164	74	48	190	238	.....	756	433	323	97	659	756	.....
115	89	26	9	106	115	.....	199	137	62	17	182	199	.....
14	11	3	4	10	14	.....	29	19	10	8	21	29	.....
864	473	391	94	770	864	.....	1,735	898	837	176	1,559	1,735	.....
377	285	92	16	361	377	.....	938	692	246	72	866	938	.....
124	83	41	8	116	124	.....	399	241	158	40	359	399	.....
652	437	215	34	618	652	.....	998	669	329	67	931	998	.....
.....	.....	.....	.....	.....	.....	.....	8	5	3	1	7	8	.....
5	1	4	2	3	5	.....	16	8	8	2	14	16	.....
1,091	660	431	83	1,008	1,091	.....	1,882	1,219	663	137	1,745	1,882	.....
412	274	138	134	278	206	206	1,934	1,571	363	190	1,744	729	1,205
283	184	99	110	173	118	165	589	389	200	124	465	161	428
1,719	1,094	625	670	1,049	773	946	10,126	8,595	1,531	901	9,225	1,908	8,218
10	8	2	1	9	.....	10	19	15	4	2	17	.....	19
410	233	177	234	176	156	254	2,013	1,577	436	271	1,742	604	1,409
11	6	5	2	9	11	.....	24	15	9	5	19	24	.....
15	7	8	14	1	.....	15	231	195	36	16	215	.....	231
3	.....	3	3	.....	.....	3	246	236	10	7	239	.....	246
6,094	3,619	2,475	1,498	4,596	3,338	2,756	15,951	9,047	6,904	2,174	13,777	8,246	7,705
341	241	100	36	305	253	88	866	626	240	60	806	678	188
357	158	199	79	278	.....	357	764	212	552	80	684	.....	764
202	120	82	78	124	.....	202	1,095	903	192	91	1,004	.....	1,095
1,705	1,067	638	918	787	525	1,180	8,663	7,161	1,502	1,164	7,499	1,132	7,531
2,944	1,855	1,089	573	2,371	1,921	1,023	6,607	4,258	2,349	812	5,795	4,000	2,607
8	1	7	8	.....	.....	8	91	75	16	11	80	.....	91
.....	.....	.....	.....	.....	.....	.....	22	15	7	.....	22	22	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
614	303	311	33	581	614	.....	805	410	395	51	754	805	.....
20	15	5	1	19	20	.....	35	28	7	1	34	35	.....
30	18	12	8	22	29	1	190	95	95	36	154	167	23
22	19	3	2	20	22	.....	22	19	3	2	20	22	.....

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From New York to—							
Miscellaneous	Canada							
	Chile	503	302	201	72	431	503	
	Colombia	8	7	1		8	8	
	Constantinople	490	479	11	3	487	32	458
	Genoa	1	1			1	1	
	Gibraltar	2		2		2	2	
	Marseilles	73	64	9	4	69		73
	Miscellaneous	2,851	2,571	280	40	2,811	209	2,642
	Naples	378	370	8		378	13	365
	Palermo	671	607	64	30	641	10	661
	Panama	27	24	3	3	24	27	
	Patras	8,340	8,030	310	69	8,271	1,574	6,766
	Peru	216	129	87	30	186	216	
	Piraeus	75	63	12	1	74		75
	Spain	36	19	17	7	29	36	
	Trieste	5,691	5,092	599	114	5,577	366	5,325
	Uruguay	18	13	5	2	16	18	
	Total New York	314,693	254,208	60,485	12,494	302,199	78,310	236,383
	From Norfolk, Va., to—							
Norfolk Havana Line	Cuba	9	7	2		9	9	
United Fruit	British West Indies	44	25	19	8	36	44	
	Total Norfolk	53	32	21	8	45	53	
	From Philadelphia, Pa., to—							
American	Liverpool	2,165	1,037	1,128	122	2,043	608	1,557
La Veloce	Genoa	421	378	43	6	415	21	400
	Naples	1,664	1,462	202	36	1,628	81	1,583
	Palermo	4	3	1		4		4
	Trieste	292	262	30	4	288		292
Navigazione Generale Italiana	Genoa	266	224	42	8	258	37	229
	Naples	2,142	1,909	233	69	2,073	93	2,049
	Trieste	176	151	25	3	173		176
Royal Packet Navigation	Marseilles	66	58	8		66	66	
Scandinavian American	Copenhagen	665	393	272	24	641	235	430
	Total Philadelphia	7,861	5,877	1,984	272	7,589	1,141	6,720
	From Portland, Me., to—							
Anchor-Donaldson	Glasgow	973	516	457	217	756	560	413
Cunard	Sydney	2	1	1		2	2	
White Star Dominion	Liverpool	1,003	646	357	148	855	426	577
	Total Portland	1,978	1,163	815	365	1,613	988	990
	From Porto Rico to—							
Bull Insular	Santo Domingo	756	536	220	89	667	717	39
Compagnie Generale Transatlantique de Barcelona	Canal Zone	4	2	2		4	3	1
	Colombia	12	8	4		12	11	1
	Cuba	290	195	95	41	249	247	43
	France	14	6	8	2	12	9	5
	Haiti	11	5	6		11	9	2
	Panama	5	3	2		5	5	
	Santo Domingo	1	1			1	1	
	Spain	581	416	165	67	514	392	189
Antillas	Santo Domingo	122	94	28	13	109	103	19
Empress Naveria de Cuba	Cuba	216	147	69	41	175	124	92
Pinillos	Santo Domingo	108	82	26	9	99	81	27
	Cuba	38	24	14	6	32	38	
	Spain	85	60	25	6	79	51	34
Red D	Dutch West Indies	109	85	24	5	104	77	32
	Venezuela	333	228	105	32	301	291	42
Sailing vessels	Barbadoes	1	1			1		1
	Cuba							
	Santo Domingo	19	15	4	7	12	17	2
	Total Porto Rico	2,705	1,908	797	318	2,387	2,176	529

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
6	4	2	2	4	6	.....	6	4	2	2	4	6	.....
754	491	263	64	690	754	.....	1,257	793	464	136	1,121	1,257	.....
6	3	3	1	5	6	.....	14	10	4	1	13	14	.....
32	20	12	6	26	19	13	522	499	23	9	513	51	471
2	2	.....	.....	2	2	.....	3	3	.....	.....	3	3	.....
.....	.....	.....	.....	.....	.....	.....	2	.....	2	.....	2	2	.....
.....	.....	.....	.....	.....	.....	.....	73	64	9	4	69	.....	73
425	268	157	151	274	296	129	3,276	2,839	437	191	3,085	505	2,771
12	9	3	7	5	8	4	390	379	11	7	383	21	369
90	52	38	70	20	4	86	761	659	102	100	661	14	747
14	8	6	1	13	14	.....	41	32	9	4	37	41	.....
610	432	178	287	323	524	86	8,950	8,462	488	356	8,594	2,098	6,852
264	181	83	27	237	264	.....	480	310	170	57	423	480	.....
15	8	7	15	.....	.....	15	90	71	19	16	74	.....	90
2	2	.....	.....	2	2	.....	38	21	17	7	31	38	.....
435	232	203	336	99	85	350	6,126	5,324	802	450	5,676	451	5,675
45	28	17	7	38	45	.....	63	41	22	9	54	63	.....
114,271	68,925	45,346	33,273	80,998	72,578	41,693	428,964	323,133	105,831	45,767	383,197	150,888	278,076
21	16	5	.....	21	21	.....	30	23	7	.....	30	30	.....
24	13	11	4	20	24	.....	68	38	30	12	56	68	.....
45	29	16	4	41	45	.....	98	61	37	12	86	98	.....
1,477	723	754	504	973	646	831	3,642	1,760	1,882	626	3,016	1,254	2,388
40	21	19	34	6	4	36	461	399	62	40	421	25	436
371	228	143	275	96	53	318	2,035	1,690	345	311	1,724	134	1,901
4	3	1	3	1	.....	4	8	6	2	3	5	.....	8
11	3	8	11	.....	.....	11	303	265	38	15	288	.....	303
55	19	36	40	15	18	37	321	243	78	48	273	55	266
386	219	167	315	71	50	336	2,528	2,128	400	384	2,144	143	2,385
6	2	4	6	.....	.....	6	182	153	29	9	173	.....	182
14	5	9	8	6	14	.....	80	63	17	8	72	80	.....
466	264	202	189	277	148	318	1,131	657	474	213	918	383	748
2,830	1,487	1,343	1,385	1,445	933	1,897	10,691	7,364	3,327	1,657	9,034	2,074	8,617
134	70	64	58	76	101	33	1,107	586	521	275	832	661	446
3	1	2	.....	3	3	.....	5	2	3	.....	5	5	.....
189	116	73	52	137	107	82	1,192	762	430	200	992	533	659
326	187	139	110	216	211	115	2,304	1,350	954	475	1,829	1,199	1,105
1,941	1,320	621	341	1,600	1,759	182	2,697	1,856	841	430	2,267	2,476	221
7	6	1	.....	7	7	.....	11	8	3	.....	11	10	1
6	4	2	3	3	6	.....	18	12	6	3	15	17	1
288	202	86	37	251	254	34	578	397	181	78	500	501	77
8	5	3	6	2	8	.....	22	11	11	8	14	17	5
13	7	6	8	5	13	.....	24	12	12	8	16	22	2
13	9	4	2	11	13	.....	18	12	6	2	16	18	.....
2	1	1	.....	2	2	.....	3	2	1	.....	3	3	.....
249	134	115	147	102	227	22	830	550	280	214	616	619	211
226	164	62	35	191	149	77	348	258	90	48	300	252	96
1,037	675	362	198	839	486	551	1,253	822	431	239	1,014	610	643
369	238	131	83	286	219	150	477	320	157	92	385	300	177
31	20	11	4	27	31	.....	69	44	25	10	59	69	.....
87	40	47	54	33	80	7	172	100	72	60	112	131	41
86	63	23	2	84	70	16	195	148	47	7	188	147	48
198	136	62	21	177	175	23	531	364	167	53	478	466	65
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	.....	1
605	603	2	5	600	.....	605	605	603	2	5	600	.....	605
501	342	159	79	422	172	329	520	357	163	86	434	189	331
5,667	3,969	1,698	1,025	4,642	3,671	1,996	8,372	5,877	2,495	1,343	7,029	5,847	2,525

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From Providence, R. I., to—							
Fabre	Angra, Azores	541	360	181	67	474	81	460
	Horta, Azores	340	210	130	14	326	74	266
	Ponta Delgada, Azores	1,461	998	463	88	1,373	32	1,429
	St. Michaels, Azores	200	131	69	10	190	8	192
	Lisbon	1,193	826	367	99	1,094	66	1,127
	Madeira	121	91	30	3	118	4	117
	Marseilles	191	181	10	.....	191	8	183
Tramp	Cape Verde Islands	67	61	6	2	65	.....	67
	Total Providence	4,114	2,858	1,256	283	3,831	273	3,841
	From San Francisco, Calif., to—							
China Mail	Hongkong	2,081	1,962	119	29	2,052	340	1,741
	Nagasaki	2	1	1	.....	2	1	1
	Shanghai	339	229	110	29	310	339	.....
	Yokohama	441	334	107	11	430	214	227
Nederland Royal Mail	Batavia	7	5	2	.....	7	7	.....
	Java	7	5	2	.....	7	7	.....
	Yokohama	46	44	2	1	45	.....	46
Gulf Mail	Mexico	7	5	2	.....	7	7	.....
Java Pacific	Batavia	20	10	10	4	16	20	.....
	Hongkong	55	54	1	2	53	19	36
Miscellaneous	Argentine	.....	.....	.....	.....	.....	.....	.....
	Copenhagen	3	1	2	1	2	3	.....
	Mexico	2	2	.....	.....	2	2	.....
	Panama	.....	.....	.....	.....	.....	.....	.....
	Singapore	2	2	.....	.....	2	2	.....
	Sweden	15	5	10	1	14	15	.....
Oceanic	Australia	1,921	1,190	731	107	1,814	1,805	116
	Pacific Islands	14	6	8	3	11	14	.....
Pacific	Guatemala	26	10	16	4	22	19	7
	Honduras	2	2	.....	.....	2	.....	2
	Mexico	82	60	22	10	72	26	56
	Nicaragua	13	10	3	.....	13	12	1
	Salvador	10	6	4	1	9	8	2
Pacific Mail	Calcutta	15	11	4	.....	15	15	.....
	Chile	4	1	3	1	3	4	.....
	Colombia	1	1	.....	.....	1	.....	1
	Costa Rico	1	.....	1	.....	1	1	.....
	Cuba	.....	.....	.....	.....	.....	.....	.....
	Guatemala	79	44	35	11	68	75	4
	Honduras	5	3	2	.....	5	3	2
	Hongkong	421	391	30	7	414	61	360
	India	.....	.....	.....	.....	.....	.....	.....
	Kobe	13	9	4	1	12	11	2
	Mexico	152	95	57	15	137	93	59
	Nicaragua	66	46	20	6	60	46	20
	Panama	68	46	22	8	60	57	11
	Peru	4	1	3	1	3	4	.....
	Saigon	.....	.....	.....	.....	.....	.....	.....
	Salvador	141	81	60	9	132	134	7
	Shanghai	61	36	25	4	57	60	1
	Singapore	12	9	3	.....	12	12	.....
	Yokohama	122	91	31	6	116	63	59
Toyo Kisen Kaisha	Bolivia	3	3	.....	.....	3	3	.....
	Chile	21	15	6	2	19	11	10
	Hongkong	599	482	117	38	561	300	299
	Kobe	400	295	105	13	387	128	272
	Nagasaki	167	104	63	16	151	86	81
	Panama	2	2	.....	.....	2	1	1
	Peru	10	10	.....	.....	10	4	6
	Shanghai	215	138	77	24	191	208	7
	Yokohama	6,838	5,168	1,670	76	6,762	2,128	4,710
Union	Australia	966	604	362	94	872	719	247
	Pacific Islands	177	111	66	26	151	146	31
	Total San Francisco	15,658	11,740	3,918	561	15,097	7,233	8,425

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
204	103	101	134	70	50	154	745	463	282	201	544	131	614
203	117	86	101	102	64	139	543	327	216	115	428	138	405
524	323	201	393	131	15	509	1,985	1,321	664	481	1,504	47	1,938
108	83	25	54	54	4	104	308	214	94	64	244	12	296
357	233	124	222	135	19	338	1,550	1,059	491	321	1,229	85	1,465
21	10	11	18	3	2	19	142	101	41	21	121	6	136
26	15	11	4	22	24	2	217	196	21	4	213	32	185
3	3	.....	3	.....	.....	3	70	64	6	5	65	.....	70
1,446	887	559	929	517	178	1,268	5,560	3,745	1,815	1,212	4,348	451	5,109
966	747	219	151	815	477	489	3,047	2,709	338	180	2,867	817	2,230
.....	.....	.....	.....	.....	.....	.....	2	1	1	.....	2	1	1
353	198	155	61	292	353	.....	692	427	265	90	602	692	.....
329	185	144	97	232	263	66	770	519	251	108	662	477	293
7	6	1	.....	7	7	.....	14	11	3	.....	14	14	.....
.....	.....	.....	.....	.....	.....	.....	7	5	2	.....	7	7	.....
30	30	.....	1	29	.....	30	76	74	2	2	74	.....	76
1	1	.....	.....	1	1	.....	8	6	2	.....	8	8	.....
8	3	5	.....	8	8	.....	28	13	15	4	24	28	.....
13	12	1	.....	13	2	11	68	66	2	2	66	21	47
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
1	1	.....	.....	1	1	.....	4	2	2	1	3	4	.....
.....	.....	.....	.....	.....	.....	.....	2	2	.....	.....	2	2	.....
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
3	3	.....	.....	3	3	.....	5	5	.....	.....	5	5	.....
7	2	5	1	6	7	.....	22	7	15	2	20	22	.....
589	363	226	63	526	555	34	2,510	1,553	957	170	2,340	2,360	150
131	108	23	10	121	129	2	145	114	31	13	132	143	2
8	8	.....	1	7	2	6	34	18	16	5	29	21	13
1	1	.....	.....	1	.....	1	3	3	.....	.....	3	.....	3
37	24	13	9	28	29	8	119	84	35	19	100	55	64
9	8	1	1	8	7	2	22	18	4	1	21	19	3
6	4	2	.....	6	5	1	16	10	6	1	15	13	3
72	49	23	13	59	72	.....	87	60	27	13	74	87	.....
4	3	1	.....	4	3	1	8	4	4	1	7	7	1
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	.....	1
3	2	1	.....	3	3	.....	4	2	2	.....	4	4	.....
6	3	3	.....	6	6	.....	6	3	3	.....	6	6	.....
51	37	14	4	47	50	1	130	81	49	15	115	125	5
11	6	5	.....	11	9	2	16	9	7	.....	16	12	4
507	248	259	47	460	407	100	928	639	289	54	874	468	460
20	12	8	8	12	20	.....	20	12	8	8	12	20	.....
33	18	15	8	25	33	.....	46	27	19	9	37	44	2
68	46	22	9	59	67	1	220	141	79	24	196	160	60
35	21	14	4	31	35	.....	101	67	34	10	91	81	20
138	80	58	16	122	121	17	206	126	80	24	182	178	28
2	2	.....	.....	2	.....	2	6	3	3	1	5	4	2
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
43	35	8	5	38	42	1	184	116	68	14	170	176	8
318	155	163	46	272	318	.....	379	191	188	50	329	378	1
19	13	6	2	17	19	.....	31	22	9	2	29	31	.....
175	81	94	39	136	155	20	297	172	125	45	252	218	79
.....	.....	.....	.....	.....	.....	.....	3	3	.....	.....	3	3	.....
19	12	7	6	13	9	10	40	27	13	8	32	20	20
652	348	304	50	602	612	40	1,251	830	421	88	1,163	912	339
318	163	155	163	155	191	127	718	458	260	176	542	319	399
168	88	80	72	96	115	53	335	192	143	88	247	201	134
2	1	1	.....	2	2	.....	4	3	1	.....	4	3	1
3	1	2	1	2	2	1	13	11	2	1	12	6	7
384	203	181	63	321	384	.....	599	341	258	87	512	592	7
876	1,629	1,247	2,027	849	1,173	1,703	9,714	6,797	2,917	2,103	7,611	3,301	6,413
187	103	84	22	165	158	29	1,153	707	446	116	1,037	877	276
87	62	25	10	77	75	12	264	173	91	36	228	221	43
8,703	5,128	3,575	3,010	5,693	5,933	2,770	24,361	16,868	7,493	3,571	20,790	13,166	11,195

TABLE XXIII.—*Passengers departed from the United*

Line of vessels, etc.	Ports of departure and destinations.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From Seattle, Wash., to—							
Blue Funnel	Hongkong	11	11	.....	.....	11	.....	11
Nippon Yushen Kaisha.	Do	81	61	20	7	74	74	7
	Kobe	1,016	826	190	9	1,007	209	807
	Nagasaki	10	7	3	.....	10	3	7
	Shanghai	117	86	31	7	110	115	2
	Victoria	5	4	1	.....	5	4	1
	Yokohama	1,297	1,054	243	33	1,264	1,074	223
Ocean Steamship	Hongkong	49	49	.....	.....	49	.....	49
Osaka Shosen Kaisha	Do	2	1	1	.....	2	1	1
	Kobe	889	685	204	9	880	29	860
	Moji	3	2	1	.....	3	.....	3
	Nagasaki	3	3	.....	.....	3	.....	3
	Shanghai	.....	.....	.....	.....	.....	.....	.....
	Yokohama	618	499	119	3	615	356	262
Pacific	Hongkong	22	22	.....	.....	22	1	21
	Total Seattle	4,123	3,310	813	68	4,055	1,866	2,257
	From Tampa, Fla., to—							
Sailing vessels	Grand Cayman	5	2	3	1	4	5	.....
	Honduras	13	6	7	8	5	13	.....
	Total Tampa	18	8	10	9	9	18	.....

States, fiscal year ended June 30, 1920—Continued.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
1	1	.....	.....	1	.....	1	12	12	.....	.....	12	.....	12
183	89	94	32	151	181	2	264	150	114	39	225	255	9
335	172	163	255	80	117	218	1,351	998	353	264	1,087	326	1,025
26	11	15	15	11	16	10	36	18	18	15	21	19	17
172	77	95	28	144	171	1	289	163	126	35	254	286	3
2	2	.....	.....	2	2	.....	7	6	1	.....	7	6	1
503	284	219	192	311	433	70	1,800	1,338	462	225	1,575	1,507	293
4	4	.....	.....	4	.....	4	53	53	.....	.....	53	.....	53
12	4	8	4	8	12	.....	14	5	9	4	10	13	1
356	176	180	292	64	17	339	1,245	861	384	301	944	46	1,199
1	1	.....	1	.....	.....	1	4	3	1	1	3	.....	4
2	1	1	2	.....	.....	2	5	4	1	2	3	.....	5
1	1	.....	.....	1	1	.....	1	1	.....	.....	1	1	.....
228	106	122	176	52	127	101	846	605	241	179	667	483	363
5	3	2	1	4	.....	5	27	25	2	1	26	1	26
1,831	932	899	998	833	1,077	754	5,954	4,242	1,712	1,066	4,888	2,943	3,011
6	4	2	5	1	6	.....	11	6	5	6	5	11	.....
11	5	6	7	4	11	.....	24	11	13	15	9	24	.....
17	9	8	12	5	17	.....	35	17	18	21	14	35	.....

TABLE XXIII.—*Passengers departed from the United*

RECAPITULATION.

Ports of departure and means of transportation.	Aliens.						
	Number.	Sex.		Age.		Class.	
		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
Alaska	55	43	12	3	52	55	.....
Baltimore, Md	547	484	63	21	526	20	527
Boston, Mass	1,087	439	648	70	1,017	1,087	.....
Canada (Atlantic seaports)	5,049	3,741	1,308	317	4,732	1,489	3,560
Canada (border stations)	27,952	17,478	10,474	3,163	24,789	27,952	.....
Canada (Pacific seaports)	3,401	2,942	459	112	3,289	1,521	1,880
Charleston, S. C	4	1	3	1	3	4	.....
Galveston, Tex	90	51	39	15	75	89	1
Gulfport, Miss	6	4	2	3	3	6	.....
Honolulu, Hawaii	5,133	3,349	1,784	78	5,055	548	4,585
Key West, Fla	15,202	11,854	3,348	1,476	13,726	7,937	7,265
Mexico (border)	10,756	7,588	3,168	1,611	9,145	10,756	.....
Mexico (Pacific seaports)	652	441	211	53	599	388	264
Miami, Fla	2,892	2,173	719	208	2,684	918	1,974
Mobile, Ala	76	39	37	8	68	76	.....
New Orleans, La	3,955	2,980	975	490	3,465	2,998	957
Newport News, Va	2	1	1	.....	2	2	.....
New York, N. Y	314,693	254,208	60,485	12,494	302,199	78,310	236,383
Norfolk, Va	53	32	21	8	45	53	.....
Philadelphia, Pa	7,861	5,877	1,984	272	7,589	1,141	6,720
Portland, Me	1,978	1,163	815	365	1,613	988	990
Porto Rico	2,705	1,908	797	318	2,387	2,176	529
Providence, R. I	4,114	2,858	1,256	283	3,831	273	3,841
San Francisco, Calif	15,658	11,740	3,918	561	15,097	7,233	8,425
Seattle, Wash	4,123	3,310	813	68	4,055	1,866	2,257
Tampa, Fla	18	8	10	9	9	18	.....
Total	428,062	334,712	93,350	22,007	406,055	147,904	280,158
Steamships	386,386	307,417	78,969	17,009	369,377	108,205	278,181
Sailing vessels	2,936	2,203	733	224	2,712	959	1,977
By land	38,740	25,092	13,648	4,774	33,966	38,740	.....
BY YEARS.							
1910	390,418	279,896	100,522	22,942	357,476	141,789	238,629
1911	518,215	400,294	117,921	27,175	491,040	172,485	345,730
1912	615,292	480,732	134,560	28,593	586,699	188,550	426,742
1913	611,924	477,769	134,155	30,368	581,556	230,496	381,428
1914	633,805	483,265	150,540	31,915	601,890	205,903	427,902
1915	384,174	301,785	82,389	21,263	362,911	117,641	266,533
1916	240,807	180,975	59,832	15,141	225,666	94,780	146,027
1917	146,379	100,768	45,611	11,386	134,993	87,655	58,724
1918	193,268	152,860	40,408	14,657	178,611	107,856	85,412
1919	216,231	172,093	44,138	13,396	202,835	109,014	107,217
1920	428,062	334,712	93,350	22,007	406,055	147,904	280,158

States, fiscal year ended June 30, 1920—Continued.

RECAPITULATION.

Citizens.							Total.						
	Sex.		Age.		Class.			Sex.		Age.		Class.	
Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.	Number.	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
41	29	12	2	39	41	.....	96	72	24	5	91	96	.....
27	15	12	21	6	5	22	574	499	75	42	532	25	549
739	363	376	237	502	709	30	1,826	802	1,024	307	1,519	1,796	30
462	262	200	247	215	246	216	5,511	4,003	1,508	564	4,947	1,735	3,776
25,022	16,811	8,211	5,915	19,107	25,022	.....	52,974	34,289	18,685	9,078	43,896	52,974	.....
3,215	1,892	1,323	360	2,855	2,975	240	6,616	4,834	1,782	472	6,144	4,496	2,120
1	.....	1	.....	1	.....	1	5	1	4	1	4	4	1
587	448	139	50	537	569	18	677	499	178	65	612	658	19
.....	.....	.....	.....	.....	.....	.....	6	4	2	3	3	6	.....
3,478	1,796	1,682	2,429	1,049	869	2,609	8,611	5,145	3,466	2,507	6,104	1,417	7,194
15,920	10,903	5,017	1,120	14,800	14,223	1,697	31,122	22,757	8,365	2,596	28,526	22,160	8,962
1,523	922	601	872	651	1,523	.....	12,279	8,510	3,769	2,483	9,796	12,279	.....
452	295	157	155	297	339	113	1,104	736	368	208	896	727	377
1,534	1,105	429	225	1,309	1,040	494	4,426	3,278	1,148	433	3,993	1,958	2,468
61	42	19	14	47	61	.....	137	81	56	22	115	137	.....
5,949	3,946	2,003	614	5,335	5,902	47	9,904	6,926	2,978	1,104	8,800	8,900	1,004
.....	.....	.....	.....	.....	.....	.....	2	1	1	.....	2	2	.....
114,271	68,925	45,346	33,273	80,998	72,578	41,693	428,964	323,133	105,831	45,767	383,197	150,888	278,076
45	29	16	4	41	45	.....	98	61	37	12	86	98	.....
2,830	1,487	1,343	1,385	1,445	933	1,897	10,691	7,364	3,327	1,657	9,034	2,074	8,617
326	187	139	110	216	211	115	2,304	1,350	954	475	1,829	1,199	1,105
5,667	3,969	1,698	1,025	4,642	3,671	1,996	8,372	5,877	2,495	1,343	7,029	5,847	2,525
1,446	887	559	929	517	178	1,268	5,560	3,745	1,815	1,212	4,348	451	5,109
8,703	5,128	3,575	3,010	5,693	5,933	2,770	24,361	16,868	7,493	3,571	20,790	13,166	11,195
1,831	932	899	998	833	1,077	754	5,954	4,242	1,712	1,066	4,888	2,943	3,011
17	9	8	12	5	17	.....	35	17	18	21	14	35	.....
194,147	120,382	73,765	53,007	141,140	138,167	55,980	622,209	455,094	167,115	75,014	547,195	286,071	336,138
164,914	100,568	64,346	45,807	119,017	110,362	54,552	551,300	407,985	143,315	62,906	488,394	218,567	332,733
2,660	2,062	598	321	2,339	1,232	1,428	5,596	4,265	1,331	545	5,051	2,191	3,405
26,573	17,752	8,821	6,789	19,784	26,573	.....	65,313	42,844	22,469	11,563	53,750	65,313	.....
342,600	201,950	140,650	57,847	284,753	254,251	88,349	723,018	481,846	241,172	80,789	642,229	396,040	326,978
349,471	211,644	137,827	69,717	279,745	263,585	85,886	867,686	611,938	255,748	96,892	770,794	436,070	431,616
353,890	208,666	145,224	74,117	279,773	275,149	78,741	969,182	689,398	279,784	102,710	866,472	463,699	505,483
347,702	204,568	143,134	71,646	276,056	278,782	68,920	959,626	682,337	277,289	102,014	857,612	509,278	450,348
368,797	210,353	158,444	82,420	286,377	276,579	92,218	1,002,602	693,618	308,984	114,335	888,267	482,482	520,120
172,371	100,377	71,994	37,296	135,075	133,076	39,295	556,545	402,162	154,383	58,559	497,986	250,717	305,828
110,733	69,553	41,180	19,507	91,226	94,242	16,491	351,540	250,528	101,012	34,648	316,892	189,022	162,518
126,011	85,441	40,570	18,722	107,289	113,122	12,889	272,390	186,209	86,181	29,997	242,393	200,777	71,613
275,837	244,877	30,960	23,922	251,915	105,095	170,742	469,105	397,737	71,368	38,579	430,526	212,951	256,154
218,929	187,924	31,005	20,086	198,843	85,486	133,443	435,160	360,017	75,143	33,482	401,678	194,500	240,660
194,147	120,382	73,765	53,007	141,140	138,167	55,980	622,209	455,094	167,115	75,014	47,195	286,071	336,138

TABLE XXIV.—*Aliens admitted in continental United States from insular United States, 1908 to 1920, inclusive, by ports.*

	Number.	Year of arrival.							
		1908	1909	1910	1911	1912	1913	1914	1915
New York, N. Y.	9,782	440	423	579	616	548	610	694	756
Philadelphia, Pa.	1	.....	.....	.....	.....	.....	.....	.....	.....
Norfolk, Va.	4	.....	.....	.....	.....	.....	.....	.....	.....
Newport News, Va.	1	.....	.....	.....	.....	.....	.....	.....	.....
Charleston, S. C.	15	.....	.....	.....	.....	.....	.....	.....	.....
Jacksonville, Fla.	2	.....	.....	.....	.....	.....	.....	.....	.....
New Orleans, La.	60	.....	2	2	3	7	11	12	12
Galveston, Tex.	7	.....	.....	.....	.....	.....	3	.....	.....
San Francisco, Calif.	19,422	912	896	1,591	1,076	1,402	2,268	2,595	1,610
Portland, Oreg.	6	.....	.....	.....	.....	.....	.....	.....	.....
Seattle, Wash.	738	6	7	17	28	99	460	14	10
Canadian Pacific ports	1,285	.....	.....	9	63	24	59	36	40
Canadian border ports	6	.....	.....	.....	.....	.....	.....	.....	.....
Mexican border ports	9	.....	.....	.....	.....	.....	.....	.....	9
Mexican border seaports	1	.....	.....	.....	.....	.....	.....	.....	.....
Total	31,339	1,358	1,328	2,198	1,786	2,080	3,411	3,351	2,437

	Year of arrival.					From Hawaii.	From Porto Rico.	From Philippine Islands.	From Virgin Islands.
	1916	1917	1918	1919	1920				
New York, N. Y.	726	1,138	1,285	909	1,058	.....	9,364	.....	418
Philadelphia, Pa.	.....	.....	.....	.....	1	1	.....	.....	.....
Norfolk, Va.	.....	.....	2	2	.....	.....	2	2	.....
Newport News, Va.	.....	.....	1	.....	.....	.....	.....	.....	1
Charleston, S. C.	.....	.....	15	.....	.....	.....	15	.....	.....
Jacksonville, Fla.	.....	.....	.....	.....	2	.....	2	.....	.....
New Orleans, La.	10	.....	.....	1	.....	.....	60	.....	.....
Galveston, Tex.	.....	1	.....	3	.....	.....	7	.....	.....
San Francisco, Calif.	1,673	1,824	1,826	814	935	18,957	.....	465	.....
Portland, Oreg.	.....	1	2	1	2	5	.....	.....	1
Seattle, Wash.	21	4	3	50	19	130	.....	608	.....
Canadian Pacific ports	62	63	134	616	179	1,207	.....	78	.....
Canadian border ports	.....	.....	.....	1	5	5	.....	1	.....
Mexican border ports	.....	.....	.....	.....	.....	9	.....	.....	.....
Mexican border seaports	.....	.....	.....	1	.....	1	.....	.....	.....
Total	2,492	3,031	3,268	2,398	2,201	20,315	9,450	1,154	420

TABLE XXIV-A.—*Immigrant aliens admitted in continental United States from insular United States and in insular United States from other insulars and from mainland (continental United States), by ports, fiscal year ended June 30, 1920.*

Port.	From Hawaii.	From Philippine Islands.	From Porto Rico.	From Virgin Islands.	From mainland.	Total.
New York, N. Y.	.....	.....	60	13	.....	73
Philadelphia, Pa.	1	.....	.....	.....	.....	1
San Francisco, Calif.	43	4	.....	.....	.....	47
Canadian Pacific ports	2	.....	.....	.....	.....	2
Honolulu, Hawaii	.....	.....	.....	.....	163	163
Porto Rico	.....	.....	.....	32	32	64
Total	46	4	60	45	195	350

TABLE XXIV-B.—*Nonimmigrant aliens admitted in continental United States from insular United States and in insular United States from other insulars and from mainland (continental United States), by ports, fiscal year ended June 30, 1920.*

Port.	From Hawaii.	From Philippine Islands.	From Porto Rico.	From Virgin Islands.	From mainland.	Total.
New York, N. Y.	.....	.....	829	156	.....	985
Jacksonville, Fla.	.....	.....	2	.....	.....	2
San Francisco, Calif.	799	89	.....	.....	.....	888
Seattle, Wash.	8	11	.....	.....	.....	19
Canadian Pacific ports	144	33	.....	.....	.....	177
Portland, Oreg.	2	.....	.....	.....	.....	2
Canadian border ports	5	.....	.....	.....	.....	5
Honolulu, Hawaii	.....	4	.....	.....	427	431
Porto Rico	.....	.....	.....	198	863	1,061
Total	958	137	831	354	1,290	3,570

TABLE XXV.—*Race, sex, and age of immigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, fiscal year ended June 30, 1920.*

Race or people.	Mainland from Hawaii.					Mainland from Philippine Islands.					Mainland from Porto Rico.				
	Sex.		Age.			Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)											7	4		11	
Chinese		1	1												
Cuban											1				1
Dutch		1	1								1			1	
English	17	19	5	23	8						2			1	1
French											1			1	
German	1			1											
Italian (north)											1			1	
Japanese	2			1	1										
Mexican						1			1		3			3	
Russian	2	2	1	3											
Scandinavian (Norwegians, Danes, and Swedes)						3			3						
Scotch	1				1										
Spanish											10	1	1	7	3
Spanish American											13	2	7	7	1
Syrian											3		1	1	1
West Indian (except Cuban)											5	6	2	9	
Total	23	23	8	28	10	4			4		47	13	11	42	7

Race or people.	Mainland from Virgin Islands.					Porto Rico from mainland.					Porto Rico from Virgin Islands.				
	Sex.		Age.			Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)	4	9	1	12							8	7		14	1
Cuban						1	4	2	2	1					
Dutch						2			2		1			1	
English						6	3	1	8		1			1	
French						5	2		5	2	1	1	1	1	
Mexican							1		1						
Scandinavian (Norwegians, Danes, and Swedes)							1		1						
Spanish						1			1			1		1	
Spanish American						1			1						
West Indian (except Cuban)						2	3	1	4		4	8		9	3
Total	4	9	1	12		18	14	4	25	3	15	17	1	27	4

TABLE XXV.—*Race, sex, and age of immigrant aliens admitted in continental United States from insular United States, and in insular United States, from other insulars and from continental United States, fiscal year ended June 30, 1920*—Continued.

Race or people.	Hawaii from mainland.					Grand total.				
	Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)						19	20	1	37	1
Chinese	4	1		5		4	2	1	5	
Cuban						2	4	2	2	2
Dutch						4	1	1	4	
English	43	41	4	59	21	69	63	10	92	30
Finnish		1		1			1		1	
French	2	5	1	4	2	9	8	2	11	4
German	1			1		2			2	
Greek	1			1		1			1	
Irish	2			1	1	2			1	1
Italian (north)						1			1	
Japanese	11			8	3	13			9	4
Mexican						4	1		5	
Polish	2	1		3		2	1		3	
Russian	1				1	3	2	1	3	1
Scandinavian (Norwegians, Danes, and Swedes)	8	7		10	5	11	8		14	5
Scotch	19	7	1	22	3	20	7	1	22	4
Spanish						11	2	1	9	3
Spanish American						14	2	7	8	1
Syrian						3		1	1	1
Welsh	1	1		1	1	1	1		1	1
West Indian (except Cuban)	2	2	1	2	1	13	19	4	24	4
Total	97	66	7	118	38	208	142	32	256	62

TABLE XXV-A.—*Race, sex, and age of nonimmigrant aliens admitted in continental United States from insular United States and in insular United States from other insulars and from continental United States, fiscal year ended June 30, 1920.*

Race or people.	Mainland from Hawaii.					Mainland from Philippine Islands.					Mainland from Porto Rico.				
	Sex.		Age.			Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)											17	15	1	27	4
Bohemian and Moravian (Czech)	1	4	2	2	1						1			1	
Chinese	12	4		12	4	2			1	1					
Croatian and Slovenian	1			1											
Cuban	1				1						18	5	2	19	2
Dalmatian, Bosnian, and Herzegovinian	1			1											
Dutch and Flemish	3	1		3	1		1		1		10	6		12	4
East Indian							1			1					
English	79	119	6	116	76	20	15	6	18	11	43	16	3	41	15
Finnish						1			1		1			1	
French	2	1		2	1	15	5		20		42	16	2	35	21
German	19	21		30	10	15	13	11	14	3	26	12	1	34	3
Greek	1			1		1			1						
Hebrew	4	1		5		1			1		10			10	
Irish	9	1		7	3	4			1	3	5	4		8	1
Italian (north)	6	2	4	3	1						6			5	1
Italian (south)											14	4	2	13	3
Japanese	116	49	4	141	20						1			1	
Korean	9	7	1	13	2										
Lithuanian						1			1						
Magyar											1	1		2	
Mexican											6			6	
Pacific Islander	7	1		7	1										
Portuguese	100	77	29	86	62						6			5	1
Russian	8	5		11	2	2			2		6	1		6	1
Scandinavian (Norwegians, Danes, and Swedes)	10	10		13	7	5	2	1	5	1	23	11	3	31	
Scotch	13	11	1	14	9	5	2		1	6	7	3		8	2
Slovak						1			1			1		1	
Spanish	128	106	61	122	51	14	6	3	16	1	287	33	6	256	58
Spanish American											44	21	3	52	10
Syrian	1			1		1			1		13	4	2	11	4
Turkish											1			1	
Welsh	2				2						1			1	
West Indian (except Cuban)											26	61	10	65	12
Other peoples		5		5							1	1		2	
Total	533	425	108	596	254	88	45	21	85	27	616	215	35	654	142

TABLE XXV-A.—*Race, sex, and age of nonimmigrant aliens admitted in continental United States from insular United States and in insular United States from other insulars and from continental United States, fiscal year ended June 30, 1920*—Continued.

Race or people.	Mainland from Virgin Islands.					Porto Rico from mainland.					Porto Rico from Virgin Islands.				
	Sex.		Age.			Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)	14	29	6	34	3	14	13	5	18	4	43	38	8	64	9
Bohemian and Moravian (Czech)						4	1		5						
Cuban						12	9	1	14	6					
Dutch and Flemish						9	4		10	3					
East Indian		4	1	3											
English	8	6	3	7	4	58	26	1	65	18	8	2		7	3
Finnish						1			1		1			1	
French	1	4		4	1	44	26	10	46	14	8	2		5	5
German	2			2		25	8		28	5	1	1		1	1
Greek						2	3	1	3	1					
Hebrew						8			7	1					
Irish						5	4		8	1	1			1	
Italian (north)						13	2		13	2	1	1		2	
Italian (south)						5	3		5	3	4			1	3
Japanese							1		1						
Magyar						2	1		3						
Mexican						8	3		10	1					
Polish						1			1						
Portuguese						1	1		2		1			1	
Roumanian							1		1						
Russian						9	1		9	1					
Scandinavian (Norwegians, Danes, and Swedes)	31	34	16	35	14	19	8	4	21	2	15	7	2	18	2
Scotch						8	3		8	3					
Slovak						2			1	1					
Spanish						306	38	11	276	57	7			4	3
Spanish American						21	6	2	21	4	4	1		5	
Syrian						27	8	5	23	7	2	2	1	2	1
Turkish						2			2						
West Indian (except Cuban)	9	14	4	18	1	36	41	4	60	13	29	18	5	38	4
Other peoples						3	7		9	1		1		1	
Total	65	91	30	103	23	645	218	44	671	148	125	73	16	151	31

Race or people.	Hawaii from mainland.					Hawaii from Philippine Islands.					Grand total.				
	Sex.		Age.			Sex.		Age.			Sex.		Age.		
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.
African (black)											88	95	20	143	20
Bohemian and Moravian (Czech)	2			2							8	5	2	10	1
Chinese	19			18	1						33	4		31	6
Croatian and Slovenian											1			1	
Cuban											31	14	3	33	9
Dalmatian, Bosnian, and Herzegovinian											1			1	
Dutch and Flemish	4			4							26	12		30	8
East Indian												5	1	3	1
English	83	88	6	113	52	2	1		1	2	301	273	25	368	181
Finnish											4			4	
French	2	5		6	1						114	59	12	118	43
German	9	6		12	3						97	61	12	121	25
Greek											4	3	1	5	1
Hebrew											23	1		23	1
Irish	4	8		10	2						28	17		35	10
Italian (north)	4			3	1						30	5	4	26	5
Italian (south)											23	7	2	19	9
Japanese	68	17	5	66	14						185	67	9	209	34
Korean	9	2	3	8							18	9	4	21	2
Lithuanian											1			1	
Magyar											3	2		5	
Mexican											14	3		16	1
Pacific Islander											7	1		7	1
Polish	1			1							2			2	
Portuguese	10	6		4	12						118	84	29	98	75
Roumanian	1				1						1	1		1	1
Russian	4	2		6							29	9		34	4
Scandinavian (Norwegians, Danes, and Swedes)	15	12		22	5						118	84	26	145	31
Scotch	15	16	3	18	10	1			1		49	35	4	50	30
Slovak											3	1		3	1
Spanish	1			1							743	183	81	675	170
Spanish American											69	28	5	78	14
Syrian											44	14	8	38	12
Turkish											3			3	
Welsh	1				1						4			1	3
West Indian (except Cuban)											100	134	23	181	30
Other peoples	5	8		12	1						9	22		29	2
Total	257	170	17	306	104	3	1		2	2	2,332	1,288	271	2,568	731

TABLE XXVI.—*Immigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and countries in which aliens resided before going to insular United States or continental United States, fiscal year ended June 30, 1920.*

Race or people.	Belgium.	Denmark.	France, including Corsica.	Germany.	Greece.	Netherlands.	Norway.	Russia.	Spain, including Canary and Balearic Islands.	Sweden.	United Kingdom.	Total Europe.	China.	Japan.	India.	Total Asia.	Australia, Tasmania, and New Zealand.	Pacific Islands (not specified).	British North America.	Central America.	Mexico.	South America.	West Indies.	Other countries.	Total.
AT MAINLAND FROM INSULARS.																									
African (black)																				1		1	22		24
Chinese																								1	1
Cuban																							1		1
Dutch and Flemish														1		1							1		2
English											4	4			1	1	30	2					1		38
French			1									1													1
German														1		1									1
Italian (north)																							1		1
Japanese														2		2									2
Mexican																					4				4
Russian														4		4									4
Scandinavian (Norwegians, Danes, and Swedes)																	2						1		3
Scotch															1	1									1
Spanish									7			7									1		3		11
Spanish American																				1		14			15
Syrian																						1	2		3
West Indian (except Cuban)																						2	9		11
Total			1						7		4	12		8	2	10	32	2		2	5	19	40	1	123
IN PORTO RICO FROM MAINLAND.																									
Cuban																							5		5
Dutch and Flemish	2											2													2
English																			6				3		9
French			6									6											1		7
Mexican																						1			1
Scandinavian (Norwegians, Danes, and Swedes)		1										1													1
Spanish									1			1													1

Spanish American																						1			1
West Indian (except Cuban)		2									2											3			5
Total	2	3	6					1			12							6			2	12			32
IN PORTO RICO FROM VIRGIN ISLANDS.																									
African (black)			1								1											14			15
Dutch and Flemish						1					1														1
English										1	1														1
French			2								2														2
Spanish			1								1														1
West Indian (except Cuban)			1								1											11			12
Total			5			1				1	7											25			32
IN HAWAII FROM MAINLAND.																									
Chinese												5			5										5
English									1	50	51					3	2	28							84
Finnish			1								1														1
French			1								1							3		3					7
German				1							1														1
Greek					1						1														1
Irish										1	1							1							2
Japanese													11		11										11
Polish												3			3										3
Russian							1				1														1
Scandinavian (Norwegians, Danes, and Swedes)		1					5		6	3	15							7							15
Scotch										19	19														26
Welsh										2	2														2
Other peoples		1	1								2							1		1					4
Total		2	3	1	1		5	1		7	75	95	8	11		19	3	2	40		4				163
Grand total	2	5	15	1	1	1	5	1	8	7	80	126	8	19	2	29	35	4	46	2	9	21	77	1	350

TABLE XXVI–A.—*Nonimmigrant aliens admitted in continental United States from tinental United States, showing races and countries in which aliens resided before going*

Race or people.	Denmark.	France, including Corsica.	Italy, including Sicily, and Sardinia.	Norway.	Portugal, including Cape Verde and Azore Islands.	Russia.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	United Kingdom.	Total Europe.
AT MAINLAND FROM INSULARS.											
African (black)	....	....	.....	....	....	....	.....	....	....	....	....
Bohemian and Moravian (Czech)	....	....	.....	....	....	....	.....	....	....	....	....
Bulgarian, Serbian, and Montenegrin	....	....	.....	....	....	....	.....	....	....	....	....
Chinese	....	....	.....	....	....	....	.....	....	....	....	....
Croatian and Slovenian	....	....	.....	....	....	....	.....	....	....	....	....
Cuban	....	....	.....	....	....	....	.....	....	....	....	....
Dalmatian, Bosnian, and Herzegovinian	....	....	.....	....	....	....	.....	....	....	....	....
Dutch and Flemish	....	....	.....	....	....	....	.....	....	....	....	....
East Indian	....	....	.....	....	....	....	.....	....	....	....	....
English	....	....	.....	....	....	....	.....	....	....	17	17
Finnish	....	....	.....	....	....	....	.....	....	....	....	....
French	....	16	.....	....	....	....	.....	....	1	....	17
German	....	....	.....	....	....	....	.....	....	2	....	2
Greek	....	....	.....	....	....	....	.....	....	....	....	....
Hebrew	....	....	.....	....	....	....	.....	....	....	....	....
Irish	....	....	.....	....	....	....	.....	....	....	1	1
Italian (north)	....	....	4	....	....	....	.....	....	....	....	4
Italian (south)	....	....	.....	....	....	....	.....	....	....	....	....
Japanese	....	....	.....	....	....	....	.....	....	....	....	....
Korean	....	....	.....	....	....	....	.....	....	....	....	....
Lithuanian	....	....	.....	....	....	....	.....	....	....	....	....
Magyar	....	....	.....	....	....	....	.....	....	....	....	....
Mexican	....	....	.....	....	....	....	.....	....	....	....	....
Pacific Islander	....	....	.....	....	....	....	.....	....	....	....	....
Polish	....	....	.....	....	....	....	.....	....	....	....	....
Portuguese	....	....	.....	....	....	....	.....	....	....	....	....
Roumanian	....	....	.....	....	....	....	.....	....	....	....	....
Russian	....	....	.....	....	....	....	.....	....	....	....	....
Ruthenian (Russniak)	....	....	.....	....	....	....	.....	....	....	....	....
Scandinavian (Norwegians, Danes, and Swedes)	7	....	.....	1	....	1	.....	2	....	....	11
Scotch	....	....	.....	....	....	....	.....	....	....	1	1
Slovak	....	....	.....	....	....	....	.....	....	....	....	....
Spanish	....	....	.....	....	....	....	9	....	....	....	9
Spanish American	....	....	.....	....	....	....	.....	....	....	....	....
Syrian	....	....	.....	....	....	....	.....	....	....	....	....
Turkish	....	....	.....	....	....	....	.....	....	....	....	....
Welsh	....	....	.....	....	....	....	.....	....	....	....	....
West Indian (except Cuban)	....	1	.....	....	....	....	.....	....	....	....	1
Other peoples	....	....	1	....	....	....	.....	....	....	....	1
Total	7	17	5	1	....	1	9	2	3	19	64
IN PORTO RICO FROM MAINLAND.											
African (black)	....	....	.....	....	....	....	.....	....	....	....	....
Bohemian and Moravian (Czech)	....	....	.....	....	....	....	.....	....	....	....	....
Cuban	....	....	.....	....	....	....	.....	....	....	....	....
Dutch and Flemish	....	....	.....	....	....	....	.....	....	....	....	....
English	....	....	.....	....	....	....	.....	....	....	....	....
Finnish	....	....	.....	....	....	....	.....	....	....	....	....
French	....	3	.....	....	....	....	.....	....	....	....	3
German	....	....	.....	....	....	....	.....	....	....	....	....
Greek	....	....	.....	....	....	....	.....	....	....	....	....
Hebrew	....	....	.....	....	....	....	.....	....	....	....	....
Irish	....	....	.....	....	....	....	.....	....	....	....	....
Italian (north)	....	....	.....	....	....	....	.....	....	....	....	....
Italian (south)	....	....	.....	....	....	....	.....	....	....	....	....
Japanese	....	....	.....	....	....	....	.....	....	....	....	....
Magyar	....	....	.....	....	....	....	.....	....	....	....	....
Mexican	....	....	.....	....	....	....	.....	....	....	....	....
Polish	....	....	.....	....	....	....	.....	....	....	....	....
Portuguese	....	....	.....	....	....	....	.....	....	....	....	....
Roumanian	....	....	.....	....	....	....	.....	....	....	....	....
Russian	....	....	.....	....	....	....	.....	....	....	....	....
Scandinavian (Norwegians, Danes, and Swedes)	....	....	.....	....	....	....	.....	....	....	....	....
Scotch	....	....	.....	....	....	....	.....	....	....	....	....
Slovak	....	....	.....	....	....	....	.....	....	....	....	....
Spanish	....	....	.....	....	....	....	1	....	....	....	1

insular United States, and in insular United States from other insulars and from continental United States, or to insular United States or continental United States, fiscal year ended June 30, 1920.

Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Australia, Tasmania, and New Zealand.	Pacific Islands (not specified).	British North America.	Central America.	Mexico.	South America.	West Indies.	United States.	Total.
									1			4	70	[illegible]
													6	6
													18	[illegible]
													1	1
												1	23	24
													1	1
												2	19	21
													5	5
	2		3	5	2	16	2	21	1			3	239	306
													2	2
							1	2					66	86
													106	108
													2	2
													16	16
						3							19	23
											1		9	14
													18	18
1				1									165	166
													16	16
													1	1
													2	2
													6	6
							1						7	8
													183	183
													22	22
											1	2	112	126
								4				1	35	41
													2	2
							2					8	555	574
									1		21	1	42	65
												1	18	19
													1	1
													3	3
												13	96	110
													6	7
1	2	.....	3	6	2	19	6	27	3	.....	23	36	1,892	2,078
												5	22	27
													5	5
												3	18	21
													13	13
								1				9	74	84
													1	1
													67	70
													33	33
													5	5
												1	7	8
													9	9
												2	13	15
													8	8
													1	1
													3	3
										2			9	11
													1	1
													2	2
													1	1
													10	10
												1	26	27
													11	11
													2	2
											3	6	334	344

TABLE XXVI-A.—*Nonimmigrant aliens admitted in continental United States from tinental United States, showing races and countries in which aliens resided before going to*

Race or people.	Denmark.	France, including Corsica.	Italy, including Sicily, and Sardinia.	Norway.	Portugal, including Cape Verde and Azore Islands.	Russia.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	United Kingdom.	Total Europe.
IN PORTO RICO FROM MAINLAND—continued.											
Spanish American											
Syrian											
Turkish											
West Indian (except Cuban)											
Other peoples											
Total		3					1				4
IN PORTO RICO FROM VIRGIN ISLANDS.											
African (black)											
English											
Finnish											
French		6									6
German		1									1
Irish											
Italian (north)			1								1
Italian (south)											
Portuguese					1						1
Scandinavian (Norwegians, Danes, and Swedes)	2										2
Spanish											
Spanish American											
Syrian											
West Indian (except Cuban)											
Other peoples											
Total	2	7	1		1						11
IN HAWAII FROM MAINLAND.											
Bohemian and Moravian (Czech)											
Chinese											
Dutch and Flemish											
English		1								14	15
French											
German											
Irish										2	2
Italian (north)											
Japanese											
Korean											
Polish											
Portuguese											
Roumanian											
Russian											
Scandinavian (Norwegians, Danes, and Swedes)				2							2
Scotch										3	3
Spanish											
Welsh											
Other peoples											
Total		1		2						19	22
IN HAWAII FROM PHILIPPINE ISLANDS.											
English											
Scandinavian (Norwegians, Danes, and Swedes)											
Total											
Grand total	9	28	6	3	1	1	10	2	3	38	101

insular United States, and in insular United States from other insulars and from continental United States or continental United States, fiscal year ended June 30, 1920—Con.

Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Australia, Tasmania, and New Zealand.	Pacific Islands (not specified).	British North America.	Central America.	Mexico.	South America.	West Indies.	United States.	Total.
										3	6		18	27
												1	34	35
													2	2
								1				14	62	77
													10	10
						1		1		5	9	42	801	863
									1	1		42	37	81
								1			1	3	5	10
												1		1
												1	3	10
													1	2
													1	1
												1		2
											2	1	1	4
														1
												1	19	22
												1	6	7
		2		2								2	3	5
												2		4
								1				18	28	47
													1	1
		2		2				2	1	1	3	73	105	198
													2	2
													19	19
													4	4
1	1			2		11	3	12					128	171
								1					6	7
													15	15
													10	12
													4	4
4				4									81	85
													11	11
													1	1
													16	16
													1	1
1				1									5	6
													25	27
													28	31
													1	1
													1	1
													13	13
6	1			7		11	3	13					371	427
													3	3
							1							1
							1						3	4
7	3	2	3	15	2	31	10	43	4	6	35	151	3,172	3,570

TABLE XXVII.—*Immigrant aliens admitted in continental United States from insular United States and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1920.*

Race or people.	California.	District of Columbia.	Hawaii.	Louisiana.	New Jersey.	New York.	Ohio.	Pennsylvania.	Porto Rico.	Texas.	Utah.	Virgin Islands.	Washington.	Total.
AT MAINLAND FROM INSULARS.														
African (black)	....	....	....	....	6	18	....	....	....	....	....	....	....	24
Chinese	....	....	....	....	....	....	1	....	....	....	....	....	....	1
Cuban	....	....	....	....	....	1	....	....	....	....	....	....	....	1
Dutch and Flemish	....	....	....	....	1	1	....	....	....	....	....	....	....	2
English	21	....	....	1	....	9	....	....	....	....	5	....	2	38
French	....	....	....	....	....	1	....	....	....	....	....	....	....	1
German	....	....	....	....	....	1	....	....	....	....	....	....	....	1
Italian (north)	....	....	....	....	....	1	....	....	....	....	....	....	....	1
Japanese	....	1	....	....	....	1	....	....	....	....	....	....	....	2
Mexican	1	....	....	1	....	1	....	....	....	1	....	....	....	4
Russian	....	....	....	....	....	4	....	....	....	....	....	....	....	4
Scandinavian (Norwegians, Danes, and Swedes)	2	....	....	....	....	....	....	....	....	....	....	....	1	3
Scotch	1	....	....	....	....	....	....	....	....	....	....	....	....	1
Spanish	....	....	....	....	2	9	....	....	....	....	....	....	....	11
Spanish American	....	....	....	....	....	15	....	....	....	....	....	....	....	15
Syrian	....	....	....	....	....	3	....	....	....	....	....	....	....	3
West Indian (except Cuban)	....	....	....	....	....	10	1	....	....	....	....	....	....	11
Total	25	1	.....	2	9	75	2	....	....	1	5	....	3	123
IN PORTO RICO FROM MAINLAND.														
Cuban	....	....	....	....	....	....	....	....	5	....	....	....	....	5
Dutch and Flemish	....	....	....	....	....	....	....	....	2	....	....	....	....	2
English	....	....	....	....	....	....	....	....	9	....	....	....	....	9
French	....	....	....	....	....	....	....	....	7	....	....	....	....	7
Mexican	....	....	....	....	....	....	....	....	1	....	....	....	....	1
Scandinavian (Norwegians, Danes, and Swedes)	....	....	....	....	....	....	....	....	1	....	....	....	....	1
Spanish	....	....	....	....	....	....	....	....	1	....	....	....	....	1
Spanish American	....	....	....	....	....	....	....	....	1	....	....	....	....	1
West Indian (except Cuban)	....	....	....	....	....	....	....	....	3	....	....	2	....	5
Total	....	....	....	....	....	....	....	....	30	....	....	2	....	32
IN PORTO RICO FROM VIRGIN ISLANDS.														
African (black)	....	....	....	....	....	4	....	1	10	....	....	....	....	15
Dutch and Flemish	....	....	....	....	....	1	....	....	....	....	....	....	....	1
English	....	....	....	....	....	1	....	....	....	....	....	....	....	1
French	....	....	....	....	....	....	....	....	2	....	....	....	....	2
Spanish	....	....	....	....	....	....	....	....	1	....	....	....	....	1
West Indian (except Cuban)	....	....	....	....	....	....	....	....	12	....	....	....	....	12
Total	....	....	.....	....	....	6	....	1	25	....	....	....	....	32
IN HAWAII FROM MAINLAND.														
Chinese	....	....	5	....	....	....	....	....	....	....	....	....	....	5
English	....	....	84	....	....	....	....	....	....	....	....	....	....	84
Finnish	....	....	1	....	....	....	....	....	....	....	....	....	....	1
French	....	....	7	....	....	....	....	....	....	....	....	....	....	7
German	....	....	1	....	....	....	....	....	....	....	....	....	....	1
Greek	....	....	1	....	....	....	....	....	....	....	....	....	....	1
Irish	....	....	2	....	....	....	....	....	....	....	....	....	....	2
Japanese	....	....	11	....	....	....	....	....	....	....	....	....	....	11
Polish	....	....	3	....	....	....	....	....	....	....	....	....	....	3
Russian	....	....	1	....	....	....	....	....	....	....	....	....	....	1
Scandinavian (Norwegians, Danes, and Swedes)	....	....	15	....	....	....	....	....	....	....	....	....	....	15
Scotch	....	....	26	....	....	....	....	....	....	....	....	....	....	26
Welsh	....	....	2	....	....	....	....	....	....	....	....	....	....	2
Other peoples	....	....	4	....	....	....	....	....	....	....	....	....	....	4
Total	....	....	163	....	....	....	....	....	....	....	....	....	....	163
Grand total	25	1	163	2	9	81	2	1	55	1	5	2	3	350

TABLE XXVII-A.—*Nonimmigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1920.*

Race or people.	Ala.	Ariz.	Calif.	Colo.	Conn.	D. C.	Fla.	Ga.	Hawaii.	Ill.	Ind.	Iowa.	La.	Md.	Mass.	Mich.	Minn.	Miss.	Nebr.	N. J.
AT MAINLAND FROM INSULARS.																				
African (black)						1								1						2
Bohemian and Moravian (Czech)			5						2			1			1		1			
Chinese			9																	
Croatian and Slovenian																				
Cuban			1																	
Dalmatian, Bosnian, and Herzegovinian			1																	
Dutch and Flemish			2										1							
East Indian			1																	4
English		1	90						23	1			2	3	7	2				1
Finnish			1										1							
French			6				1	1							1					
German			35										1		1		1			1
Greek			1																	
Hebrew			3						2											
Irish			5												1					
Italian (north)			2																	
Italian (south)													1		1					3
Japanese			121	1	1	1			14	6		1				2			1	
Korean			5			8														
Lithuanian			1																	
Magyar																				
Mexican																				
Pacific Islander			5								1									
Portuguese			168												6					
Russian			4						1											1
Scandinavian (Norwegians, Danes, and Swedes)			16							1				1			1			1
Scotch			6						2											2
Slovak																				
Spanish			200							1			2		3					2
Spanish American																				1
Syrian																				
Turkish																				
Welsh									1											
West Indian (except Cuban)					1								1							
Other peoples			2												1					
Total		1	690	1	2	10	1	1	45	9	1	2	9	6	22	4	3		1	18

TABLE XXVII-A.—*Nonimmigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1920*—Continued.

Race or people.	Ala.	Ariz.	Calif.	Colo.	Conn.	D. C.	Fla.	Ga.	Hawaii.	Ill.	Ind.	Iowa.	La.	Md.	Mass.	Mich.	Minn.	Miss.	Nebr.	N. J.
IN PORTO RICO FROM MAINLAND.																				
African (black)																				
Bohemian and Moravian (Czech)																				
Cuban																				
Dutch and Flemish																				
English																				
Finnish																				
French																				
German																				
Greek																				
Hebrew																				
Irish																				
Italian (north)																				
Italian (south)																				
Japanese																				
Magyar																				
Mexican																1				
Polish																				
Portuguese																				
Roumanian																				
Russian																				
Scandinavian (Norwegians, Danes, and Swedes)																				
Scotch																				1
Slovak																				
Spanish																				
Spanish American																				
Syrian																				
Turkish																				
West Indian (except Cuban)	1																			
Other peoples																				
Total	1															1				1
IN PORTO RICO FROM VIRGIN ISLANDS.																				
African (black)																				
English																				
Finnish																				
French																				

German																			1
Irish																			
Italian (north)																			
Italian (south)																			
Portuguese																			
Scandinavian (Norwegians, Danes, and Swedes)														1			1		
Spanish																			
Spanish American																			
Syrian																			
West Indian (except Cuban)																			
Other peoples																			
Total														1			1		1
IN HAWAII FROM MAINLAND.																			
Bohemian and Moravian (Czech)									2										
Chinese									19										
Dutch and Flemish									4										
English			8						117										
French									6										
German									14										
Irish									10										
Italian (north)									3										
Japanese			2						79										
Korean									11										
Polish									1										
Portuguese			1						15										
Roumanian									1										
Russian									5										
Scandinavian (Norwegians, Danes, and Swedes)			2						23										
Scotch									27										
Spanish			1																
Welsh									1										
Other peoples			1						12										
Total			15						350										
IN HAWAII FROM PHILIPPINE ISLANDS.																			
English									3										
Scandinavian (Norwegians, Danes, and Swedes)									1										
Total									4										
Grand total	1	1	705	1	2	10	1	1	399	9	1	2	9	6	23	5	3	1	1	2

TABLE XXVII-A.—*Nonimmigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1920*—Continued.

Race or people.	N. Y.	Ohio.	Okla.	Oreg.	Pa.	P. I.	P. R.	Tenn.	Tex.	Utah.	Vt.	Va.	Virgin Is.	Wash.	W. Va.	Wis.	Wyo.	Outside the U. S.	Total.
AT MAINLAND FROM INSULARS.																			
African (black)	61				3		1					1						5	75
Bohemian and Moravian (Czech)	1																		6
Chinese	3									1									18
Croatian and Slovenian				1															1
Cuban	16	1			2		3												24
Dalmatian, Bosnian, and Herzegovinian																			1
Dutch and Flemish	5				1		1							1				10	21
East Indian																			5
English	34				2		10		1					11				118	306
Finnish																			2
French	22					2	20					1						32	86
German	29			3	1	2	6							2				26	108
Greek	1																		2
Hebrew	8						3												16
Irish	4					1	3							1				7	23
Italian (north)	4						1											7	14
Italian (south)	6						5				1							1	18
Japanese	8							1						4		1		4	166
Korean	1															2			16
Lithuanian																			1
Magyar	2																		2
Mexican	5																	1	6
Pacific Islander														1				1	8
Portuguese	2													7					183
Russian	6													8				2	22
Scandinavian (Norwegians, Danes, and Swedes)	27				2		3							1				73	126
Scotch	7	1												2				21	41
Slovak							1											1	2
Spanish	123	1			3	1	152		2			1		41				42	574
Spanish American	28						10											26	65
Syrian	13						5											1	19
Turkish	1																		1
Welsh	1																	1	3

West Indian (except Cuban)	57				2		19	2							2			26	110
Other peoples							2											2	7
Total	475	3		4	16	6	245	3	3	1	1	3		79	2	3		408	2,078
IN PORTO RICO FROM MAINLAND.																			
African (black)	1						7						12					7	27
Bohemian and Moravian (Czech)	5																		5
Cuban	4						12											5	21
Dutch and Flemish							13												13
English	8				1		55											20	84
Finnish							1												1
French							59											11	70
German	4						27											2	33
Greek							5												5
Hebrew	2						4											2	8
Irish	1						7											1	9
Italian (north)	1						9						3					2	15
Italian (south)	1						7												8
Japanese							1												1
Magyar	1						2												3
Mexican	2						5											3	11
Polish							1												1
Portuguese							2												2
Roumanian							1												1
Russian	5						5												10
Scandinavian (Norwegians, Danes, and Swedes)	5						12						9					1	27
Scotch	2						8												11
Slovak							1											1	2
Spanish	18						310											16	344
Spanish American	4						10											13	27
Syrian	1						30											4	35
Turkish							2												2
West Indian (except Cuban)	9						40						2					25	77
Other peoples	1						9												10
Total	75				1		645						26					113	863
IN PORTO RICO FROM VIRGIN ISLANDS.																			
African (black)	3						24						5					49	81
English		1					1						3					5	10
Finnish																		1	1
French	1						2											7	10
German																		1	2
Irish							1												1
Italian (north)																		2	2

TABLE XXVII-A.—*Nonimmigrant aliens admitted in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1920*—Continued.

Race or people.	N. Y.	Ohio.	Okla.	Oreg.	Pa.	P. I.	P. R.	Tenn.	Tex.	Utah.	Vt.	Va.	Virgin Is.	Wash.	W. Va.	Wis.	Wyo.	Outside the U. S.	Total.
IN PORTO RICO FROM VIRGIN ISLANDS.																			
Italian (south)													1					3	4
Portuguese																		1	1
Scandinavian (Norwegians, Danes, and Swedes)							4						4					12	22
Spanish							5						1					1	7
Spanish American							3											2	5
Syrian																		4	4
West Indian (except Cuban)	1						19						6					21	47
Other peoples							1												1
Total	5	1					60						20					109	198
IN HAWAII FROM MAINLAND.																			
Bohemian and Moravian (Czech)																			2
Chinese																			19
Dutch and Flemish																			4
English	2		1															43	171
French																		1	7
German	1																		15
Irish																		2	12
Italian (north)																		1	4
Japanese																		4	85
Korean																			11
Polish																			1
Portuguese																			16
Roumanian																			1
Russian																		1	6
Scandinavian (Norwegians, Danes, and Swedes)																		2	27
Scotch																	1	3	31
Spanish																			1
Welsh																			1
Other peoples																			13
Total	3		1														1	57	427

IN HAWAII FROM PHILIPPINE ISLANDS.																			
English	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	3
Scandinavian (Norwegians, Danes, and Swedes)	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	1
Total	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	4
Grand total	558	4	1	4	17	6	950	3	3	1	1	3	46	79	2	3	1	687	3,570

TABLE XXVIII.—*Aliens granted hospital treatment under sections 18 and 22 of the immigration law, fiscal year ended June 30, 1920, by races.*

	Chinese.	French.	Greek.	Hebrew.	Italian.	Japanese.	Portuguese.	Spanish.	Races not specified.	Total.
Number	233	1	4	12	16	644	1	1	12	924
Diseases:										
Trachoma	24		1	2	8	29			2	66
Tinea tonsurans				1	1				1	3
Favus			1	4	2				1	8
Uncinariasis	206					612				818
Other diseases	3	1	2	5	5	3	1	1	8	29
Result of treatment and disposition:										
Cured and admitted	215		1	6	10	611	1		9	853
Died or escaped					1					1
Not cured (deported)	4				1	1		1	2	9
Still under treatment	14	1	3	6	4	32			1	61
Length of treatment:										
Under 1 month	205			2	5	552			4	768
Under 2 months	11		1		7	58				77
Under 3 months	2					2				4
Under 4 months				1	2				5	8
5 to 10 months	1	1		2			1	1	2	8
10 to 20 months and over				1					1	2
Still under treatment, length of time not stated	14		3	6	2	32				57
By whom expenses were paid:										
Parent	43		3	3	5	189			4	247
Husband	21					369				390
Self	67				2	37		1		107
Relatives			1	8	6		1		2	18
Other	102	1		1	3	49			6	162
Sex:										
Male	200	1	2	3	10	200		1	9	426
Female	33		2	9	6	444	1		3	498
Age:										
Under 16 years	14		1	4	4	24			3	50
16 to 44 years	193	1	2	7	12	618		1	8	842
45 years and over	26		1	1		2	1		1	32

TABLE XXVIII–A.—*Aliens granted hospital treatment under sections 18 and 22 of the immigration law, fiscal year ended June 30, 1920, by ports.*

	Diseases.					Result of treatment and disposition.				Length of treatment.							Total.
	Trachoma.	Tinea tonsurans.	Favus.	Uncinariasis.	Other.	Cured and admitted.	Died or escaped.	Not cured (deported).	Still under treatment.	Under 1 month.	Under 2 months.	Under 3 months.	Under 4 months.	5 to 10 months.	10 to 20 months.	Still under treatment, length of time not stated.	
New York	12	3	8	.....	22	26	.....	4	15	10	8	.....	8	6	2	11	45
Boston	1	.....	.....	.....	1	1	1	.....	.....	1	.....	.....	.....	1	.....	.....	2
San Francisco	28	.....	.....	114	3	139	.....	3	3	133	7	1	.....	1	.....	3	145
Seattle	6	.....	.....	704	3	668	.....	2	43	619	48	3	.....	.....	.....	43	713
Honolulu	19	.....	.....	.....	.....	19	.....	.....	.....	5	14	.....	.....	.....	.....	.....	19
Total	66	3	8	818	29	853	1	9	61	768	77	4	8	8	2	57	924

TABLE XXIX.—*Aliens certified by surgeons as physically or mentally defective, diseases*

Disease or defect.	Number.	Sex.		Age.					
		Male.	Female.	Under 16 years.	16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.	45 years and over.
Idiot	9	7	2	7	.....	1	.....	1	.....
Imbecile	21	13	8	20	1	.....	.....	.....	.....
Feeble-minded	55	33	22	13	15	13	8	2	4
Psychopathic inferiority (not specified)	43	35	8	7	7	10	10	5	4
Insanity	58	41	17	1	3	13	16	8	17
Epilepsy	30	19	11	3	2	11	11	2	1
Tuberculosis	77	59	18	4	14	24	21	6	8
Trachoma	334	235	99	83	100	76	48	11	16
Favus	13	8	5	7	3	2	1	.....	.....
Tinea tonsurans	11	6	5	9	1	1	.....	.....	.....
Uncinariasis	820	364	456	121	347	223	78	24	27
Venereal disease	213	201	12	6	71	109	17	10	.....
Parasitic disease (not specified)	146	94	52	28	48	33	17	5	15
Contagious, transmissible, or communicable disease (not specified)	60	33	27	26	7	7	10	5	5
Rheumatism, arthritis, gout, neuritis	96	61	35	.....	3	16	15	18	44
Debility, anemia, marasmus, malnutrition	89	43	46	6	8	19	13	10	33
Sclerosis	43	30	13	.....	1	1	2	1	38
Senility (physical degeneration incident to age)	5,634	1,979	3,655	1	.....	3	3	4	5,623
Organic disease (not specified): general, systemic, or constitutional disease (not specified)	202	140	62	9	15	50	31	25	72
Malignant tumor	19	16	3	.....	2	.....	2	5	10
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease	268	104	164	33	48	65	32	29	61
Acute inflammatory or suppurative condition	150	99	51	38	30	41	21	9	11
Chronic inflammatory or suppurative condition	226	171	55	28	35	58	36	35	34
Acute injuries	38	26	12	8	6	8	7	2	7
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified)	844	588	256	133	122	256	148	71	114
Loss of member	452	410	42	17	49	146	101	61	78
Paralysis (partial or complete), atrophy	196	137	59	45	22	38	26	20	45
Less than normal function, disordered function (not specified)	1,426	1,056	370	89	176	400	271	168	322
Complete loss of function of organ (not specified)	91	59	32	14	12	13	12	11	29
Undersized	28	20	8	9	12	7	.....	.....	.....
Hernia	278	270	8	2	11	24	30	33	178
Poor development, lack of development (not specified)	154	134	20	45	61	13	11	8	16
Pregnancy	643	.....	643	1	142	385	95	19	1
Infancy	500	290	210	500	.....	.....	.....	.....	.....
Alcoholism	8	8	.....	.....	1	1	2	2	2
Not stated	4	2	2	1	.....	2	1	.....	.....
Total	13,279	6,791	6,488	1,314	1,375	2,069	1,096	610	6,815

fiscal year ended June 30, 1920, showing sex, age, class of defect, and disposition, by or defects.

Class of defect.				Disposition.										
Class A (1).	Class A (2).	Class B.	Class C.	Admitted on primary inspection.	Admitted by board of special inquiry.	Deported without appeal on decision of board of special inquiry.	Admitted without bond on appeal to department.	Admitted on bond after appeal to department.	Deported pursuant to department decision on appeal.	Admitted after hospital treatment.	Deported after hospital treatment.	Application for admission on bond granted and alien admitted.	Total admitted.	Total deported.
Idiocy, imbecility, feeble-minded, epilepsy, insanity, tuberculosis, and chronic alcoholism.	Loathsome, contagious, or dangerous contagious disease.	Disease or defect which affects ability to earn a living.	Disease or defect of less degree.											
9	.....	.....	.....	.....	.....	7	.....	.....	2	.....	.....	.....	.....	9
21	.....	.....	.....	.....	.....	17	1	2	1	.....	.....	.....	3	18
55	.....	.....	.....	.....	.....	48	1	2	4	.....	.....	.....	3	52
43	.....	.....	.....	.....	.....	38	1	.....	4	.....	.....	.....	1	42
58	.....	.....	.....	2	.....	50	2	2	1	.....	1	.....	6	52
30	.....	.....	.....	.....	.....	22	3	.....	4	.....	1	.....	3	27
77	.....	.....	.....	1	5	55	3	2	6	3	1	1	15	62
.....	334	.....	.....	4	8	253	2	1	3	61	.....	2	78	256
.....	11	2	.....	.....	.....	11	.....	.....	.....	2	.....	.....	2	11
.....	11	.....	.....	.....	.....	10	.....	1	.....	.....	.....	.....	1	10
.....	220	600	.....	3	20	5	.....	.....	2	790	.....	.....	813	7
.....	213	.....	.....	7	13	144	4	2	10	26	7	.....	52	161
.....	107	14	25	15	16	110	.....	.....	1	4	.....	.....	35	111
.....	36	21	3	9	8	24	1	.....	4	14	.....	.....	32	28
.....	.....	77	19	33	42	13	1	2	5	.....	.....	.....	78	18
.....	.....	74	15	31	36	17	1	2	2	.....	.....	.....	70	19
.....	.....	31	12	17	22	3	.....	.....	1	.....	.....	.....	39	4
.....	1	5,376	257	1,992	3,502	77	12	18	33	.....	.....	.....	5,524	110
.....	.....	176	26	58	97	29	1	6	10	1	.....	.....	163	39
.....	.....	17	2	5	8	6	.....	.....	.....	.....	.....	.....	13	6
.....	.....	135	133	94	133	31	2	.....	8	.....	.....	.....	229	39
.....	1	55	94	50	85	9	3	1	1	1	.....	.....	140	10
.....	4	135	87	73	115	20	4	3	11	.....	.....	.....	195	31
.....	.....	26	12	13	14	7	.....	1	3	.....	.....	.....	28	10
.....	.....	573	271	312	429	67	5	9	22	.....	.....	.....	755	89
.....	.....	309	143	173	211	44	8	2	11	1	.....	2	397	55
.....	.....	180	16	60	85	22	2	10	17	.....	.....	.....	157	39
5	1	995	425	652	577	129	10	11	46	.....	.....	1	1,251	175
.....	.....	86	5	24	45	8	1	4	9	.....	.....	.....	74	17
.....	.....	21	7	13	8	7	.....	.....	.....	.....	.....	.....	21	7
.....	.....	250	28	62	169	32	2	3	10	.....	.....	.....	236	42
.....	.....	142	12	32	105	9	.....	1	6	.....	.....	1	139	15
.....	.....	40	603	471	136	30	1	.....	5	.....	.....	.....	608	35
.....	.....	11	489	1	368	113	7	.....	11	.....	.....	.....	376	124
8	.....	.....	.....	.....	.....	7	1	.....	.....	.....	.....	.....	1	7
.....	.....	2	2	2	1	1	.....	.....	.....	.....	.....	.....	3	1
306	939	9,348	2,686	4,209	6,258	1,475	79	85	253	903	10	7	11,541	1,738

TABLE XXIX–A.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1920, showing races or peoples, by diseases or defects.*

Disease or defect.	Race or people.																		
	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
Idiot	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	2	.....	.....	.....	.....	.....	.....	.....	.....
Imbecile	.....	.....	.....	2	.....	.....	1	2	.....	3	.....	2	1	.....	1	.....	1	3	1	.....
Feeble-minded	1	.....	.....	.....	.....	.....	1	1	.....	16	.....	10	2	1	.....	5	1	9	.....	.....
Psychopathic inferiority (not specified)	2	.....	.....	.....	.....	.....	.....	.....	.....	13	.....	5	1	.....	3	3	.....	1	.....	.....
Insanity	.....	.....	.....	.....	3	.....	.....	1	.....	13	.....	4	5	3	3	3	.....	10	1	.....
Epilepsy	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	.....	8	1	1	1	5	.....	.....	.....	.....
Tuberculosis	.....	.....	.....	3	1	.....	1	.....	.....	11	.....	9	1	1	2	5	2	10	5	.....
Trachoma	.....	.....	.....	.....	62	2	.....	.....	.....	1	.....	1	2	2	5	2	2	23	77	.....
Favus	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	.....	4	.....	.....
Tinea tonsurans	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	.....	.....
Uncinariasis	.....	.....	.....	.....	189	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	629	.....
Venereal disease	24	3	1	3	1	1	.....	5	.....	11	2	8	4	7	9	2	2	42	1	.....
Parasitic disease (not specified)	.....	.....	.....	.....	55	.....	.....	1	.....	2	.....	3	.....	1	2	.....	.....	4	19	.....
Contagious, transmissible, or communicable disease (not specified)	.....	.....	.....	.....	.....	.....	.....	2	.....	6	.....	3	.....	2	3	1	.....	23	8	.....
Rheumatism, arthritis, gout, neuritis	2	.....	.....	1	.....	.....	.....	.....	.....	23	2	14	3	.....	9	10	2	6	.....	.....
Debility, anaemia, marasmus, malnutrition	2	.....	.....	.....	.....	.....	.....	3	.....	29	.....	7	6	1	.....	9	1	5	.....	.....
Sclerosis	1	.....	1	.....	.....	.....	.....	1	.....	13	.....	6	5	.....	1	4	.....	2	.....	.....
Senility (physical degeneration incident to age)	12	45	2	4	1	2	14	203	.....	681	20	286	85	175	375	206	148	2,370	19	.....
Organic disease (not specified); general, systemic, or constitutional disease (not specified)	2	1	1	1	1	1	.....	3	1	37	1	15	7	1	11	21	1	39	8	.....
Malignant tumor	.....	1	.....	.....	.....	.....	.....	1	.....	5	.....	2	4	.....	.....	.....	.....	.....	1	.....
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease	5	2	3	4	1	.....	1	3	.....	38	3	20	14	4	8	26	6	52	3	.....
Acute inflammatory or suppurative condition	2	2	.....	.....	2	.....	.....	.....	.....	19	2	8	1	4	4	5	1	46	9	.....
Chronic inflammatory or suppurative condition	1	1	.....	1	.....	3	.....	3	.....	29	7	21	9	2	16	21	7	33	2	.....
Acute injuries	1	.....	.....	.....	.....	.....	.....	1	.....	6	.....	8	2	.....	1	2	.....	3	.....	.....
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified)	5	5	.....	3	16	4	1	31	.....	148	2	88	11	30	47	45	17	160	12	1
Loss of member	5	.....	.....	3	.....	1	.....	9	.....	79	1	69	6	6	12	25	10	51	4	.....
Paralysis (partial or complete), atrophy	.....	.....	.....	1	.....	.....	2	7	.....	44	.....	24	4	5	13	8	4	29	1	.....

Less than normal function, disordered function (not specified)	10	0	1	9	12	8	.....	31	.....	217	5	112	24	66	50	68	21	291	39	1
Complete loss of function of organ (not specified)	.....	.....	.....	.....	2	.....	.....	.....	.....	17	1	12	3	.....	8	8	.....	9	1	.....
Undersized	1	1	.....	.....	.....	.....	.....	.....	.....	1	.....	8	.....	2	.....	1	1	10	.....	.....
Hernia	5	2	.....	3	1	1	.....	7	.....	33	1	20	7	19	30	10	3	60	.....	.....
Poor development, lack of development (not specified)	.....	1	.....	1	2	.....	.....	1	.....	8	.....	4	3	14	16	3	1	50	.....	.....
Pregnancy	4	4	1	4	7	2	1	9	.....	43	.....	18	11	13	24	18	13	225	91	.....
Infancy	1	1	.....	.....	.....	.....	.....	.....	.....	13	.....	7	1	.....	.....	4	1	.....	.....	.....
Alcoholism	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	1	.....	.....	.....	.....	.....	.....	.....
Not stated	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Total	86	78	10	43	356	25	22	326	1	1,567	47	806	224	360	658	520	245	3,683	932	2

TABLE XXIX-A.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1920, showing races or peoples, by diseases or defects*—Continued.

Disease or defect.	Race or people.																				
	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russniak).	Scandinavians (Norwegians, Danes, and Swedes.	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
Idiot			4							1										9
Imbecile		1	2							1										21
Feeble-minded			3					2		2	1									55
Psychopathic inferiority (not specified)			3					1			7	1	1		1					43
Insanity			1					1		4	6								1	58
Epilepsy			4					1			1			1	1					30
Tuberculosis			9				2	1		2	7		1	2					2	77
Trachoma		1	109	1				2			2		25		14				1	334
Favus			6																	13
Tinea tonsurans			9																	11
Uncinariasis																				820
Venereal disease	1		35		2	6	1	2	2	9	2	1	22	4						213
Parasitic disease (not specified)		3	46		2			1			1		5	1						146
Contagious, transmissible, or communicable disease (not specified)			5		2					2	1	1	1							60
Rheumatism, arthritis, gout, neuritis		1	2		1			3		6	10		1							96
Debility, anaemia, marasmus, malnutrition			5		2	2				4	10		1	1	1					89
Sclerosis								3		2	3						1			43
Senility (physical degeneration incident to age)	3	5	97		15	111	6	10		263	249	50	48	15	57	4	33	4	16	5,634
Organic disease (not specified); general, systemic, or constitutional disease (not specified)	1	2	1		2	2	1	2		7	17	1	9	1	2		2			202
Malignant tumor			1							1			2	1						19
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease	1	1	11		3	4	1	2		9	19	9	3	2	2		4	2	2	268
Acute inflammatory or suppurative condition		1	2	1	2	14		2		5	8	1	2	3	2				2	150
Chronic inflammatory or suppurative condition		2	3		5	5	2	6	2	11	17	4	5	2	4				2	226
Acute injuries					1	2		1		4	5				1					38
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified)	4	3	53		8	24		4	3	23	41	10	23	4	5		6	2	5	844
Loss of member	1	1	66			6		2	1	22	44	1	8	8	4	1	4		2	452
Paralysis (partial or complete), atrophy			13			1		1		9	17		4	4	2		2	1		196

Less than normal function, disordered function (not specified)	1	.....	154	.....	12	17	4	11	4	40	71	13	75	7	16	1	9	2	15	1,426
Complete loss of function of organ (not specified)	.....	.....	5	.....	.....	.....	.....	1	.....	5	9	.....	3	6	1	.....	.....	.....	.....	91
Undersized	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	1	.....	.....	.....	.....	.....	28
Hernia	1	.....	11	.....	2	7	2	2	2	12	10	4	18	.....	2	.....	.....	.....	3	278
Poor development, lack of development (not specified)	.....	.....	1	.....	1	10	.....	.....	.....	5	4	1	18	.....	3	.....	.....	2	5	154
Pregnancy	.....	1	55	.....	7	3	3	8	1	12	14	5	12	.....	19	.....	3	.....	2	643
Infancy	.....	.....	446	.....	.....	.....	.....	.....	.....	.....	5	.....	16	2	2	.....	.....	.....	1	500
Alcoholism	.....	.....	2	.....	.....	.....	.....	.....	.....	1	2	.....	.....	.....	.....	.....	.....	.....	.....	8
Not stated	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....	.....	.....	4
Total	13	22	1,164	2	67	215	22	69	15	463	583	102	305	66	139	6	64	13	59	13,279

TABLE XXIX-B.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1920, showing organ or portion of body affected, by diseases or defects.*

Disease or defect.	Organ or portion of body affected.																		
	Blood.	Heart.	Arteries.	Veins.	Lymphatic glands, including tonsils, n. s.	Brain, mind.	Organs of sight.	Organs of hearing.	Olfactory organs.	Organs of speech.	Nervous system, n. s.	Thyroid.	Lungs, pleura, bronchial tubes.	Respiratory tract, n. s.	Liver.	Thorax, n. s.	Stomach.	Digestive tract, n. s.	Kidneys.
Idiot						9													
Imbecile						21													
Feeble-minded						55													
Psychopathic inferiority (not specified)						42													
Insanity						58													
Epilepsy						29					1								
Tuberculosis					6								57						
Trachoma							334												
Tinea tonsurans					1														
Uncinariasis																		820	
Venereal disease	50				3														
Parasitic disease (not specified)																		64	
Contagious, transmissible, or communicable disease (not specified)	10						2						1	1	1				
Debility, anemia, marasmus, malnutrition	36										5								
Sclerosis			41																
Organic disease (not specified), general, systemic, or constitutional disease (not specified)		139									13		10	17					7
Malignant tumor					2		1			4		1					1		
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease		1		21	62		16		1	1		95	1	15		2		2	
Acute inflammatory or suppurative condition		1			5		51	23		4	2	1	8	3	2		3	1	
Chronic inflammatory or suppurative condition		2		1	20		34	11	2	6	1		35	4	1		18	22	4
Acute injuries										1									
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified)							88		8	19			1	1		6			
Loss of member							90			1								3	1

Paralysis (partial or complete), atrophy	......	......	......	......	......	......	3	......	......	2	5	......	......	......	......	......	......	......	......
Less than normal function, disordered function (not specified)	......	31	......	......	1	8	1,030	155	......	47	67	1	1	3	......	1	2	7	......
Complete loss of function of organ (not specified)	......	......	......	......	......	......	39	45	......	2	......	2	......	......	......	......	......	......	......
Poor development, lack of development (not specified)	......	......	......	......	......	......	......	......	......	......	......	......	......	......	......	3	......	......	......
Alcholism	......	......	......	......	......	2	......	......	......	......	......	......	......	......	......	......	......	......	......
Not stated	......	......	......	......	......	......	2	......	......	......	......	......	......	......	......	......	......	......	......
Total	96	174	41	22	100	224	1,690	234	11	87	94	100	114	44	4	12	24	919	12

TABLE XXIX-B.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1920, showing organ or portion of body affected, by diseases or defects*—Continued.

Disease or defect.	Organ or portion of body affected.																	
	Genito-urinary system, n. s.	Abdomen, abdominal walls, n. s.	Muscular system, including tendons, n. s.	Skin and appendages including cellular tissue and mucous membrane, n. s.	Osseous system, including periosteum, cartilage and joints, n. s.	Head, face, neck, n. s.	Spinal column, n. s.	Shoulder.	Arm, forearm.	Hand, wrist.	Fingers, nails.	Hip, buttock.	Leg, thigh.	Foot, ankle.	More than one organ or portion of body.	General.	Not stated.	Total.
Idiot																		9
Imbecile																		21
Feeble-minded																		55
Psychopathic inferiority (not specified)																1		43
Insanity																		58
Epilepsy																		30
Tuberculosis				2	1	1	4					4	1	1				77
Trachoma																		334
Favus				9		1					3							13
Tinea tonsurans				10														11
Uncinariasis																		820
Venereal disease	158			2														213
Parasitic disease (not specified)				34		7					34					7		146
Contagious, transmissible, or communicable disease (not specified)				18		3					16					8		60
Rheumatism, arthritis, gout, neuritis			25		43			2	1		1	1	13	2	7	1		96
Debility, anemia, marasmus, malnutrition	1				4											43		89
Sclerosis																2		43
Senility (physical degeneration incident to age)																5,634		5,634
Organic disease (not specified), general, systemic, or constitutional disease (not specified)	1		1	4	2		1									7		202
Malignant tumor	1					8											1	19
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease	31	5		2		11		1									1	268
Acute inflammatory or suppurative condition	3	1		16		14			2	4	1		3	2				150
Chronic inflammatory or suppurative condition	4	1		42	2	7					1		7	1				226
Acute injuries	1			1		10	1		4	4	1	1	7	4	1		2	38
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified)	6	1			4	42	117	8	48	63	39	79	226	58	28	2		844
Loss of member	3								46	28	179		90	10	1			452

Paralysis (partial or complete), atrophy																								196
Less than normal function, disordered function (not specified)	6	4	3	2	1		11	1	1	17	8	1	6	61	3	68	2	1	1,426
Complete loss of function of organ (not specified)						1				1				1					91
Undersized	3															25			28
Hernia	278																138		278
Poor development, lack of development (not specified)	5	8																	154
Pregnancy	643																		643
Infancy																500			500
Alcoholism																6			8
Not stated																2			4
Total	866	298	35	142	57	116	125	12	127	111	298	91	420	87	107	6,380	5	13,279

TABLE A.—*Japanese aliens applied for admission, admitted, debarred, deported, and departed, fiscal years ended June 30, 1919 and 1920.*

	1919		1920	
	Continental United States.	Hawaii.	Continental United States.	Hawaii.
Applications for admission	11,466	3,609	13,013	3,355
Admitted	11,404	3,500	12,868	3,306
Debarred from entry	62	109	145	49
Deported after entry	134	4	46	4
Departures	8,328	2,905	11,662	3,991

48 Koreans were admitted in Hawaii, and 25 departed therefrom.
33 Koreans were admitted in continental United States, and 11 departed and 1 was debarred therefrom.

TABLE B.—*Increase or decrease of Japanese population by alien arrivals and departures, fiscal years ended June 30, 1919 and 1920, by months.*

Month.	Continental United States.			Hawaii.		
	Admitted.	Departed.	Increase (+) or decrease (−).	Admitted.	Departed.	Increase (+) or decrease (−).
1918-19.						
July	1,411	300	+1,111	344	233	+111
August	937	509	+ 428	312	210	+102
September	426	481	− 55	266	374	−108
October	1,032	413	+ 619	466	248	+218
November	721	484	+ 237	401	448	− 47
December	900	238	+ 662	167	173	− 6
January	686	1,591	− 905	378	93	+285
February	243	1,085	− 842	160	200	− 40
March	1,261	633	+ 628	218	120	+ 98
April	992	1,427	− 435	.....	277	−277
May	1,406	471	+ 935	426	527	− 101
June	1,389	696	+ 693	362	2	+360
Total	11,404	8,328	+3,076	3,500	2,905	+595
1919-20.						
July	692	913	− 221	225	562	−337
August	693	763	− 70	221	266	− 45
September	1,092	1,065	+ 27	318	322	− 4
October	1,283	891	+ 392	256	236	+ 20
November	656	1,916	−1,260	528	285	+243
December	1,388	1,207	+ 181	215	294	− 79
January	645	1,226	− 581	569	145	+424
February	931	589	+ 342	215	321	−106
March	1,038	705	+ 333	248	184	+ 64
April	1,982	1,056	+ 926	94	422	−328
May	907	820	+ 87	301	584	−283
June	1,561	511	+1,050	116	370	−254
Total	12,868	11,662	+1,206	3,306	3,991	−685

TABLE C.—*Occupations of Japanese aliens admitted and departed, fiscal year ended June 30, 1920.*

Occupation.	Continental United States.		Hawaii.		Occupation.	Continental United States.		Hawaii.	
	Admitted.	eparted.	Admitted.	Departed.		Admitted.	Departed.	Admitted.	Departed.
PROFESSIONAL.					SKILLED—continued.				
Actors	12	11	2	22	Miners	6	9	.....	.....
Architects	17	17	.....	.....	Painters and glaziers	3	2	3	2
Clergy	38	39	16	26	Photographers	17	17	7	9
Editors	27	31	4	5	Plumbers	.....	1	2	2
Electricians	3	4	4	1	Printers	5	3	6	.....
Engineers (professional)	120	64	.....	.....	Seamstresses	29	3	24	.....
Lawyers	9	4	.....	.....	Shoemakers	3	4	.....	1
Literary and scientific persons	31	43	3	2	Stokers	1	.....	.....	.....
Musicians	6	2	.....	.....	Stonecutters	.....	.....	2	.....
Officials (Government)	286	126	1	.....	Tailors	26	23	9	17
Physicians	53	93	6	13	Textile workers (not specified)	7	.....	.....	.....
Sculptors and artists	7	16	.....	.....	Tinners	.....	.....	1	.....
Teachers	69	64	10	22	Watch and clock makers	3	1	2	2
Other professional	40	51	53	33	Weavers and spinners	3	.....	9	.....
Total	718	565	99	124	Other skilled	165	153	3	8
SKILLED.					Total	767	829	174	149
Bakers	2	4	1	2	MISCELLANEOUS.				
Barbers and hairdressers	38	50	14	14	Agents	26	32	2	.....
Blacksmiths	.....	1	3	6	Bankers	45	66	4	1
Butchers	1	.....	.....	.....	Draymen, hackmen, and teamsters	13	7	15	15
Carpenters and joiners	16	21	31	17	Farm laborers	1,805	85	1,670	.....
Clerks and accountants	149	206	42	55	Farmers	886	2,901	16	92
Dressmakers	1	19	.....	2	Fishermen	63	72	22	22
Engineers (locomotive, marine, and stationary)	100	147	2	6	Hotel keepers	112	103	2	6
Gardeners	41	71	1	.....	Laborers	569	2,342	45	2,113
Hat and cap makers	.....	.....	2	.....	Manufacturers	25	14	1	.....
Iron and steel workers	.....	2	.....	.....	Merchants and dealers	1,215	1,184	116	170
Jewelers	4	3	1	.....	Servants	63	62	116	40
Machinists	15	13	3	.....	Other miscellaneous	1,473	845	45	26
Mariners	120	57	4	4	Total	6,295	7,713	2,054	2,485
Masons	.....	1	.....	.....	No occupation (including women and children)	5,088	2,555	979	1,233
Mechanics (not specified)	12	18	2	2	Grand total	12,868	11,662	3,306	3,991

TABLE D.—*Statistics of immigration and emigration of Japanese, collected by the United States Government, compared with those reported by the Japanese Government, fiscal year ended June 30, 1920.*

From Japan.	Reported by Japan.	Reported by United States.	To Japan.	Reported by Japan.	Reported by United States.
To Hawaii	3,741	3,319	From Hawaii	5,792	3,963
To continental United States	12,590	12,173	From continental United States	13,970	10,765
Total	[1] 16,331	[2] 15,492	Total	[2] 19,762	[1] 14,728

[1] Embarked within the year.

[2] Debarked within the year.

TABLE E.—*Japanese alien arrivals in continental United States, fiscal year*

	Came from—					In possession of proper passports.					
						Entitled to passports under Japanese agreement.					
						Former residents of the United States.			Parents, wives, and children of United States residents.		
	Japan.	Canada.	Mexico.	Europe.	Other countries.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Total admitted and debarred.	12,261	73	103	476	100	2,549	2,617	5,166	4,512	864	5,376
Admitted:											
Male	6,968	37	78	453	94	1,610	2,595	4,205	1,102	135	1,237
Female	5,192	15	12	15	4	937	9	946	3,389	726	4,115
Total	12,160	52	90	468	98	2,547	2,604	5,151	4,491	861	5,352
Debarred:											
Male	82	14	11	8	2	2	12	14	5	2	7
Female	19	7	2	.....	.....	.....	1	1	16	1	17
Total	101	21	13	8	2	2	13	15	21	3	24
Housewives without other occupation	3,907	8	7	8	1	769	.....	769	3,092	.....	3,092
Children under 16 without occupation	948	7	13	.....	3	243	.....	243	691	.....	691
Came from:											
Japan	12,261	.....	.....	.....	.....	2,489	2,594	5,083	4,505	863	5,368
Canada	.....	73	.....	.....	.....	7	2	9	3	.....	3
Mexico	.....	.....	103	.....	.....	10	4	14	1	1	2
Europe	.....	.....	.....	476	.....	20	9	29	1	.....	1
Other countries	.....	.....	.....	.....	100	23	8	31	2	.....	2
Resided in continental United States:											
After Jan. 1, 1907	5,074	18	10	31	27	2,529	2,610	5,139	.....	.....	.....
Prior to Jan. 1, 1907	9	5	10	9	6	20	7	27	.....	.....	.....
Total former residents	5,083	23	20	40	33	2,549	2,617	5,166	.....	.....	.....
How related to resident:											
Parents	73	.....	1	.....	.....	.....	.....	.....	34	39	73
Wives	3,814	.....	1	1	1	.....	.....	.....	3,090	726	3,816
Children	1,484	2	1	.....	1	.....	.....	.....	1,388	99	1,487
Total parents, wives, and children of residents	5,371	2	3	1	2	.....	.....	.....	4,512	864	5,376
Kind of passport:											
Limited to United States	11,368	8	30	41	23	2,464	2,598	5,062	4,498	861	5,359
Limited to United States and other countries	745	22	3	307	53	81	18	99	14	3	17
Limited to other countries	2	3	17	7	2	1	1	2	.....	.....	.....
Unlimited	.....	.....	.....	84	5	3	.....	3	.....	.....	.....

[1] Improper passports for admission to continental United States are those held by laborers, and limited
[2] Of the 293 without proper passport 37 held passports not entitling them to enter the United States and with passports limited to Hawaii, Canada, or Mexico, 1 laborer with passport limited from Japan to Peru, 1 laborer who was a resident of the United States for 18 years, 7 laborers coming to join ships, 6 laborers orer reservist, admitted at New York solely on Army discharge, 1 laborer refused by Japanese consul, 105 of departure from Japan, 1 nonlaborer was a citizen of Germany, 1 nonlaborer was born aboard ship, 1 laborers were British subjects, 1 nonlaborer reported passport stolen from him while on shore at Honolulu, laborers and 1 nonlaborer were not in possession of any kind of passport at the time of leaving Japan, and the known.

ended June 30, 1920, showing various details bearing on the Japanese agreement.

In possession of proper passports.									Without proper passport.[1]			With and without proper passport.		
Entitled to passports under Japanese agreement.					Not entitled to passport: Not former residents, parents, wives, or children of residents, nor settled agriculturists—laborers.	Total with passports.								
Settled agriculturists.			Not former residents, parents, wives, or children of residents nor settled agriculturists—nonlaborers.	Total entitled to passports.										
Nonlaborers.	Laborers.	Total.				Nonlaborers.	Laborers.	Total	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
1	.....	1	2,106	12,649	71	9,168	3 552	12,720	62	231	293	9,230	3,783	13,013
1	.....	1	1,947	7,390	42	4,660	2,772	7,432	34	164	198	4,694	2,936	7,630
.....	.....	.....	149	5,210	6	4,475	741	5,216	17	5	22	4,492	746	5,238
1	.....	1	2,096	12,600	48	9,135	3,513	12,648	51	169	220	9,186	3,682	12,868
.....	.....	.....	7	28	22	14	36	50	7	60	67	21	96	117
.....	.....	.....	3	21	1	19	3	22	4	2	6	23	5	28
.....	.....	.....	10	49	23	33	39	72	11	62	73	44	101	145
.....	.....	.....	62	3,923	.....	3,923	.....	3,923	8	.....	8	3,931	.....	3,931
.....	.....	.....	18	952	.....	952	.....	952	19	.....	19	971	.....	971
.....	.....	.....	1,620	12,071	42	8,614	3,499	12,113	7	141	148	8,621	3,640	12,261
.....	.....	.....	23	35	.....	33	2	35	20	18	38	53	20	73
1	.....	1	32	49	1	44	6	50	30	23	53	74	29	103
.....	.....	.....	391	421	18	412	27	439	1	36	37	413	63	476
.....	.....	.....	40	73	10	65	18	83	4	13	17	69	31	100
.....	.....	.....	.....	5,139	.....	2,529	2,610	5,139	5	16	21	2,534	2,626	5,160
.....	.....	.....	.....	27	.....	20	7	27	4	8	12	24	15	39
.....	.....	.....	.....	5,166	.....	2,549	2,617	5,166	9	24	33	2,558	2,641	5,199
.....	.....	.....	.....	73	.....	34	39	73	.....	1	1	34	40	74
.....	.....	.....	.....	3,816	.....	3,090	726	3,816	1	.....	1	3,091	726	3,817
.....	.....	.....	.....	1,487	.....	1,388	99	1,487	1	.....	1	1,389	99	1,488
.....	.....	.....	.....	5,376	.....	4,512	864	5,376	2	1	3	4,514	865	5,379
1	.....	1	998	11,420	50	7,961	3,509	11,470	.....	.....	.....	.....	.....	.....
.....	.....	.....	998	1,114	16	1,093	37	1,130	.....	.....	.....	.....	.....	.....
.....	.....	.....	26	28	3	27	4	31	.....	.....	.....	.....	.....	.....
.....	.....	.....	84	87	2	87	2	89	.....	.....	.....	.....	.....	.....

to countries or places other than continental United States.
256 were without any kind of passport. The 37 holding improper passports were composed of 35 laborers and 1 nonlaborer with passport not issued by proper authority. The 256 without passports consisted of who were members of crews, shipwrecked at sea, 1 laborer with passport reported stolen from him, 1 lab- laborers were deserting seamen, 11 laborers and 23 nonlaborers claimed to have lost or left passport at time laborer and 3 nonlaborers were citizens of Mexico, 7 nonlaborers were never in Japan, born abroad, 3 non- 5 laborers and 15 nonlaborers were Canadian citizens, 15 laborers and 2 nonlaborers were stowaways, 25 circumstances regarding nonpossession of any kind of passport by 16 laborers and 4 nonlaborers are un-

TABLE E.—*Japanese arrivals in continental United States, fiscal year ended June*

	Came from—					In possession of proper passports.					
						Entitled to passports under Japanese agreement.					
						Former residents of the United States.			Parents, wives, and children of United States, residents.		
	Japan.	Canada.	Mexico.	Europe.	Other countries.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Passports dated during:											
Month of arrival	1,975	4	5	4	1	392	682	1,074	717	54	771
First month preceding arrival	5,830	6	1	20	14	1,211	1,440	2,651	2,147	304	2,451
Second month preceding arrival	2,378	8	.....	8	2	491	287	778	955	277	1,232
Third month preceding arrival	926	1	.....	13	6	211	110	321	340	57	397
Fourth month preceding arrival	612	1	.....	12	2	88	44	132	218	156	374
Fifth month preceding arrival	221	....	2	41	3	64	22	86	76	6	82
Sixth month preceding arrival	118	2	.....	28	9	38	11	49	43	6	49
Prior to sixth month preceding arrival, but not before Mar. 14, 1907	55	8	25	311	41	48	17	65	16	4	20
Prior to Mar. 14, 1907	.....	3	17	2	5	6	4	10	.....	.....	.....
Occupations mentioned in passports:											
Nonlaboring occupations	496	18	11	347	60	155	1	156	47	.....	47
Laboring occupations	128	....	.....	14	17	.....	99	99	.....	28	28
Occupations not mentioned in passports	11,491	15	39	78	6	2,394	2,517	4,911	4,465	836	5,301

30, 1920, showing various details bearing on the Japanese agreement—Continued.

In possession of proper passports.									Without proper passport.			With and without proper passport.		
Entitled to passports under Japanese agreement.					Not entitled to passport: Not former residents, parents, wives, or children of residents nor settled agriculturists—laborers.	Total with passports.								
Settled agriculturists.			Not former residents, parents, wives, or children of residents nor settled agriculturists—nonlaborers.	Total entitled to passports.		Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
Nonlaborers.	Laborers.	Total.												
.....	.....	.....	140	1,985	4	1,249	749	1,989	.....	.....	.....	.....	.....	.....
.....	.....	.....	752	5,854	17	4,110	1,761	5,871	.....	.....	.....	.....	.....	.....
.....	.....	.....	377	2,387	9	1,823	573	2,396	.....	.....	.....	.....	.....	.....
.....	.....	.....	224	942	4	775	171	946	.....	.....	.....	.....	.....	.....
.....	.....	.....	119	625	2	425	202	627	.....	.....	.....	.....	.....	.....
.....	.....	.....	95	263	4	235	32	267	.....	.....	.....	.....	.....	.....
.....	.....	.....	56	154	3	137	20	157	.....	.....	.....	.....	.....	.....
1	.....	1	328	414	26	393	47	440	.....	.....	.....	.....	.....	.....
.....	.....	.....	15	25	2	21	6	27	.....	.....	.....	.....	.....	.....
.....	.....	.....	725	928	4	927	5	932	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	127	16	.....	143	143	.....	.....	.....	.....	.....	.....
1	.....	1	1,361	11,594	51	8,241	3,404	11,645	.....	.....	.....	.....	.....	.....

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TABLE F.—*Japanese alien arrivals in Hawaii, fiscal year ended June*

	Came from—		In possession of passports.								
			Entitled to passports under Japanese agreement.								
			Former residents of Hawaii.			Parents, wives, and children of Hawaiian residents.			Total entitled to passports.		
	Japan.	Other countries.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Total admitted and debarred	3,339	16	733	982	1,715	469	1,131	1,600	1,202	2,113	3,315
Admitted:											
Male	1,553	10	396	684	1,080	193	255	448	589	939	1,528
Female	1,737	6	336	290	626	267	845	1,112	603	1,135	1,738
Total	3,290	16	732	974	1,706	460	1,100	1,560	1,192	2,074	3,266
Debarred:											
Male	17	.....	.....	3	3	7	7	14	7	10	17
Female	32	.....	1	5	6	2	24	26	3	29	32
Total	49	.....	1	8	9	9	31	40	10	39	49
Housewives without other occupation	325	1	167	.....	167	159	.....	159	326	.....	326
Children under 16 without occupation	575	3	327	.....	327	250	.....	250	577	.....	577
Resided in Hawaii:											
After Jan. 1, 1907	954	11	490	475	965	.....	.....	.....	490	475	965
Prior to Jan. 1, 1907	750	.....	243	507	750	.....	.....	.....	243	507	750
Total former residents	1,704	11	733	982	1,715	.....	.....	.....	733	982	1,715
How related to resident:											
Parents	54	.....	.....	.....	.....	20	34	54	20	34	54
Wives	957	.....	.....	.....	.....	163	794	957	163	794	957
Children	589	.....	.....	.....	.....	286	303	589	286	303	589
Total parents, wives, and children of residents	1,600	.....	.....	.....	.....	469	1,131	1,600	469	1,131	1,600
Kind of passport:											
Limited to Hawaii	3,330	11	732	982	1,714	468	1,131	1,599	1,200	2,113	3,313
Limited to United States	7	.....	1	.....	1	.....	.....	.....	1	.....	1
Limited to other countries	2	2	.....	.....	.....	1	.....	1	1	.....	1
Passports dated during:											
Month of arrival	944	.....	176	326	502	132	307	439	308	633	941
First month preceding arrival	1,890	.....	362	565	927	252	694	946	614	1,259	1,873
Second month preceding arrival	307	.....	105	52	157	51	94	145	156	146	302
Third month preceding arrival	88	.....	39	14	53	16	17	33	55	31	86
Fourth month preceding arrival	53	1	23	7	30	7	13	20	30	20	50
Fifth month preceding arrival	35	.....	21	4	25	8	2	10	29	6	35
Sixth month preceding arrival	12	.....	3	4	7	2	1	3	5	5	10
Prior to sixth month preceding arrival, but not before Mar. 14, 1907	6	12	3	9	12	1	1	2	4	10	14
Prior to Mar. 14, 1907	4	.....	1	1	2	.....	2	2	1	3	4
Occupations mentioned in passports:											
Nonlaboring occupations	81	1	56	.....	56	4	.....	4	60	.....	60
Laboring occupations	43	.....	.....	41	41	.....	1	1	.....	42	42
Occupations not mentioned in passports	3,215	12	677	941	1,618	465	1,130	1,595	1,142	2,071	3,213

[1] Three applicants without passports consisted of 2 laborers and 1 nonlaborer.

30, 1920, showing various details bearing on the Japanese agreement.

In possession of passports.						Without passports.			With and without passports.		
Not entitled to passports: Not former residents, nor parents, wives, or children of residents.			Total with passports.								
Nonlaborers.	Laborers.	Total.	Nonlaborers.		Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
34	3	37	1,236	2,116	3,352	1	2	13	1,237	2,118	3,355
30	2	32	619	941	1,560	1	2	3	620	943	1,563
4	1	5	607	1,136	1,743	.....	.....	.....	607	1,136	1,743
34	3	37	1,226	2,077	3,303	1	2	3	1,227	2,079	3,306
.....	.....	.....	7	10	17	.....	.....	.....	7	10	17
.....	.....	.....	3	29	32	.....	.....	.....	3	29	32
.....	.....	.....	10	39	49	.....	.....	.....	10	39	49
.....	.....	.....	326	.....	326	.....	.....	.....	326	.....	326
.....	.....	.....	577	.....	577	1	.....	1	578	.....	578
.....	.....	.....	490	475	965	.....	.....	.....	490	475	965
.....	.....	.....	243	507	750	.....	.....	.....	243	507	750
.....	.....	.....	733	982	1,715	.....	.....	.....	733	982	1,715
.....	.....	.....	20	34	54	.....	.....	.....	20	34	54
.....	.....	.....	163	794	957	.....	.....	.....	163	794	957
.....	.....	.....	286	303	589	.....	.....	.....	286	303	589
.....	.....	.....	469	1,131	1,600	.....	.....	.....	469	1,131	1,600
25	3	28	1,225	2,116	3,341	.....	.....	.....	.....	.....	.....
6	.....	6	7	.....	7	.....	.....	.....	.....	.....	.....
3	.....	3	4	.....	4	.....	.....	.....	.....	.....	.....
2	1	3	310	634	944	.....	.....	.....	.....	.....	.....
16	1	17	630	1,260	1,890	.....	.....	.....	.....	.....	.....
5	.....	5	161	146	307	.....	.....	.....	.....	.....	.....
1	1	2	56	32	88	.....	.....	.....	.....	.....	.....
4	.....	4	34	20	54	.....	.....	.....	.....	.....	.....
.....	.....	.....	29	6	35	.....	.....	.....	.....	.....	.....
2	.....	2	7	5	12	.....	.....	.....	.....	.....	.....
4	.....	4	8	10	18	.....	.....	.....	.....	.....	.....
.....	.....	.....	1	3	4	.....	.....	.....	.....	.....	.....
22	.....	22	82	.....	82	.....	.....	.....	.....	.....	.....
.....	1	1	.....	43	43	.....	.....	.....	.....	.....	.....
12	2	14	1,154	2,073	3,227	.....	.....	.....	.....	.....	.....

and the circumstances regarding nonpossession of passports by them are unknown.

TABLE 1.—*Summary of Chinese seeking admission to the United States, fiscal years ended June 30, 1915 to 1920, by classes.*

Class alleged.	1915			1916			1917		1918				1919				1920		
	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Admitted.	Debarred.	Died.	Escaped.	Admitted.	Debarred.	Died.	Escaped.	Admitted.	Debarred.	Died.
United States citizens	1,990	119	...	1,932	128	2	2,018	129	946	143	...	...	955	29	1	1	1,761	27	2
Wives of United States citizens	106	2	...	108	6	...	110	6	132	7	...	...	91	5	...	...	141	1	...
Returning laborers	889	4	1	690	11	...	618	6	491	6	1	...	418	2	...	...	320	2	..
Returning merchants	960	6	...	859	11	1	691	18	520	7	...	...	512	28	...	...	525	21	...
Other merchants	268	7	...	242	5	...	180	13	129	8	...	...	138	25	...	...	105	...	..
Members of merchants' families	746	96	1	741	145	...	694	121	390	91	...	...	305	47	...	...	644	47	...
Students	344	2	...	301	4	...	223	4	225	4	...	...	443	1	...	...	512	2	...
Travelers	61	2	...	86	1	...	52	....	41	3	...	...	48	1	...	...	131	...	...
Teachers	15	...	...	28	...	...	19	....	17	2	...	...	16	...	...	...	28	1	...
Officials	224	...	...	105	3	...	72	7	128	1	...	...	134	2	...	...	146	2	...
Miscellaneous	88	30	...	101	123	1	97	17	147	36	...	1	280	11	...	...	377	22	..
Granted the privilege of transit in bond across land territory of the United States	.....	.....	...	.....	.....	...	.....	.....	[1]34,977	.....	...	...	5,041	21	...	...	10,917	43	...
Total	5,661	268	2	5,193	437	4	4,774	321	38,143	308	1	1	8,381	172	1	1	15,607	168	2

[1] Of these, 28,838 were destined to France for war work.

TABLE 2.—*Chinese seeking admission to the United States, fiscal year ended June 30, 1920, by classes and ports.*

Class or port.	Applications.			Disposition.															
				Preliminary.			Final.								Pending June 30, 1920.				
				Rejected.			Admitted.					Debarred.							
	New applications.	Pending July 1, 1919.	Total.	By inspectors.	Appeals dismissed by department.	Writs dismissed by courts.	By inspectors.	By department.	Male.	Female.	Total.	Male.	Female.	Total.	Died.	Before inspectors.	Before department.	Before courts.	Total.	Total cases.
By classes alleged:																				
United States citizens	1,885	53	1,938	155	40	2	1,702	59	1,693	68	1,761	27	.....	27	2	121	13	14	148	1,938
Wives of United States citizens	145	16	161	14	.....	.....	135	6	.....	141	141	.....	1	1	.....	18	1	.....	19	161
Returning laborers	329	3	332	9	.....	.....	319	1	313	7	320	2	.....	2	.....	5	5	.....	10	332
Section-6 merchants	105	7	112	.....	.....	.....	104	1	102	3	105	.....	.....	.....	.....	1	1	5	7	112
Returning merchants	556	15	571	8	3	1	521	4	525	.....	525	21	.....	21	.....	21	.....	4	25	571
Merchants' wives	176	12	188	10	1	.....	161	5	.....	166	166	.....	2	2	.....	14	2	4	20	188
Merchants' children	566	38	604	72	12	3	450	28	443	35	478	45	.....	45	.....	65	6	10	81	604
Section-6 students	435	5	440	6	1	.....	433	.....	390	43	433	1	.....	1	.....	2	4	.....	6	440
Returning students	79	2	81	1	1	.....	79	.....	75	4	79	1	.....	1	.....	.....	1	.....	1	81
Section-6 travelers	125	.....	125	.....	.....	.....	125	.....	93	32	125	.....	.....	.....	.....	.....	.....	.....	.....	125
Returning travelers	6	.....	6	.....	.....	.....	6	.....	5	1	6	.....	.....	.....	.....	.....	.....	.....	.....	6
Section-6 teachers	22	1	23	1	1	.....	22	.....	17	5	22	1	.....	1	.....	.....	.....	.....	.....	23
Returning teachers	6	.....	6	.....	.....	.....	6	.....	6	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	6
Officials	149	7	156	.....	.....	.....	145	1	122	24	146	2	.....	2	.....	6	2	.....	8	156
Miscellaneous	392	20	412	18	2	.....	377	.....	344	33	377	22	.....	22	.....	8	2	3	13	412
Total	4,976	179	5,155	294	61	6	4,585	105	4,128	562	4,690	122	3	125	2	261	37	40	338	5,155
By ports:																				
San Francisco, Calif	2,990	145	3,135	144	27	5	2,709	67	2,447	329	2,776	78	3	81	1	221	20	36	277	3,135
Seattle, Wash	875	24	899	24	13	1	821	19	750	90	840	13	.....	13	1	33	12	.....	45	899
Honolulu, Hawaii	433	7	440	97	17	.....	419	5	346	78	424	8	.....	8	.....	1	4	3	8	440
Boston, Mass	161	2	163	14	4	.....	142	13	129	26	155	1	.....	1	.....	6	.....	1	7	163
New York, N. Y	238	.....	238	7	.....	.....	231	.....	201	30	231	7	.....	7	.....	.....	.....	.....	.....	238
Montreal, Canada	68	.....	68	2	.....	.....	58	1	51	8	59	9	.....	9	.....	.....	.....	.....	.....	68
New Orleans, La	8	1	9	2	.....	.....	6	.....	6	.....	6	2	.....	2	.....	.....	1	.....	1	9

TABLE 2.—*Chinese seeking admission to the United States, fiscal year ended June 30, 1920, by classes and ports*—Continued.

Class or port.	Applications.			Disposition.															
				Preliminary.			Final.								Pending June 30, 1920.				
				Rejected.			Admitted.					Debarred.							
	New applications.	Pending July 1, 1919.	Total.	By inspectors.	Appeals dismissed by department.	Writs dismissed by courts.	By inspectors.	By department.	Male.	Female.	Total.	Male.	Female.	Total.	Died.	Before inspectors.	Before department.	Before courts.	Total.	Total cases.
By ports—Continued.																				
Mexican border stations	11	.....	11	.....	.....	.....	11	.....	11	.....	11	.....	.....	.....	.....	.....	.....	.....	.....	11
Norfolk, Va	41	.....	41	3	.....	.....	38	.....	38	.....	38	3	.....	3	.....	.....	.....	.....	.....	41
Newport News, Va	32	.....	32	.....	.....	.....	32	.....	32	.....	32	.....	.....	.....	.....	.....	.....	.....	.....	32
Key West, Fla	16	.....	16	.....	.....	.....	16	.....	15	1	16	.....	.....	.....	.....	.....	.....	.....	.....	16
Philadelphia, Pa	98	.....	98	.....	.....	.....	98	.....	98	.....	98	.....	.....	.....	.....	.....	.....	.....	.....	98
Portland, Oreg	3	.....	3	.....	.....	.....	3	.....	3	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	3
Charleston, S. C	1	.....	1	.....	.....	.....	1	.....	1	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1
Gulfport, Miss	1	.....	1	1	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....	.....	.....	1
Number of Chinese granted or denied the privilege of transit in bond across land territory of the United States, by ports:																				
San Francisco, Calif	6,854	.....	6,854	43	.....	.....	6,811	.....	6,784	27	6,811	43	.....	43	.....	.....	.....	.....	.....	6,854
Seattle, Wash	5	.....	5	.....	.....	.....	2	3	3	2	5	.....	.....	.....	.....	.....	.....	.....	.....	5
Montreal, Canada	2,189	.....	2,189	.....	.....	.....	2,189	.....	2,169	20	2,189	.....	.....	.....	.....	.....	.....	.....	.....	2,189
New York, N. Y	1,029	.....	1,029	.....	.....	.....	1,029	.....	1,021	8	1,029	.....	.....	.....	.....	.....	.....	.....	.....	1,029
Mexican border	849	.....	849	.....	.....	.....	849	.....	831	18	849	.....	.....	.....	.....	.....	.....	.....	.....	849
New Orleans, La	32	.....	32	.....	.....	.....	32	.....	32	.....	32	.....	.....	.....	.....	.....	.....	.....	.....	32
Boston, Mass	2	.....	2	.....	.....	.....	2	.....	1	1	2	.....	.....	.....	.....	.....	.....	.....	.....	2

TABLE 3.—*Chinese claiming American citizenship by birth, or to be the wives or children of American citizens, admitted, fiscal year ended June 30, 1920, by ports.*

Port.	Foreign-born wives of natives.	Foreign-born children of natives.	Native born.			Total.
			No record of departure (known as "raw natives").	Record of departure (known as "returning natives").		
				Status as native born determined by U. S. Government previous to present application for admission.	Status not previously determined.	
San Francisco, Calif.	95	569	1	406	142	1,213
Seattle, Wash.	16	127	7	163	30	343
New York, N. Y.	.....	.....	1	2	.....	3
Mexican border	.....	.....	.....	3	.....	3
Montreal, Canada	.....	24	1	1	.....	26
Boston, Mass.	14	110	1	12	.....	137
Total continental United States	125	830	11	587	172	1,725
Honolulu, Hawaii	16	13	4	104	19	156
Grand total	141	843	15	691	191	1,881
BY WHOM ADMITTED.						
Inspection officers	135	790	13	691	188	1,817
Department	6	53	2	.....	3	64
Courts	.....	.....	.....	.....	.....	.....

TABLE 4.—*Appeals to department from excluding decisions under Chinese-exclusion laws, fiscal year ended June 30, 1920, by ports.*

Action taken.	San Francisco, Calif.	Seattle, Wash.	Honolulu, Hawaii.	Boston, Mass.	Montreal, Canada.	Total.
Number of appeals	94	32	22	17	1	166
Disposition:						
Sustained (admitted)	67	19	5	13	1	105
Dismissed (rejected)	27	13	17	4	.....	61

TABLE 5.—*Disposition of cases of resident Chinese applying for return certificates, fiscal year ended June 30, 1920.*

Class.	Applications submitted.	Primary disposition.		Disposition on appeal.		Total certificates granted.	Total certificates finally refused.
		Granted.	Denied.	Sustained.	Dismissed.		
Native born	1,338	1,279	59	8	27	1,287	51
Exempt classes	817	764	53	24	7	788	29
Laborers	575	555	20	1	.....	556	19
Total	2,730	2,598	132	33	34	2,631	99

TABLE 6.—*Action taken in the cases of Chinese persons arrested on the charge of being in the United States in violation of law, fiscal year ended June 30, 1920.*

CASES BEFORE UNITED STATES COMMISSIONERS.

Until order of deportation or discharge:	
Arrests	31
Pending before hearing June 30, 1919	40
Total	71
Disposition—	
Died	1
Forfeited bail	1
Discharged	39
Pending before hearing June 30, 1920	11
Ordered deported	19
After order of deportation:	
Ordered deported	19
Awaiting deportation or appeal June 30, 1919	6
Total	25
Disposition—	
Deported	4
Awaiting deportation or appeal June 30, 1920	5
Appealed to district courts	16

CASES BEFORE UNITED STATES DISTRICT COURTS.

Until order of deportation or discharge:	
Appealed to district courts	16
Pending before trial June 30, 1919	61
Total	77
Disposition—	
Discharged	5
Pending before trial June 30, 1920	64
Ordered deported	8
After order of deportation:	
Ordered deported	8
Awaiting deportation or appeal to higher courts June 30, 1919	7
Total	15

CASES BEFORE UNITED STATES DISTRICT COURTS—continued.

After order of deportation—Continued.	
Disposition—	
Deported	10
Awaiting deportation or appeal June 30, 1920	3
Appealed to higher courts	2

CASES BEFORE HIGHER UNITED STATES COURTS.

Until order of deportation or discharge:	
Appealed to higher United States courts	2
Pending before trial June 30, 1919	8
Total	10
Disposition—	
Discharged	3
Pending before trial June 30, 1920	6
Ordered deported	1
After order of deportation:	
Ordered deported	1
Awaiting deportation June 30, 1919	13
Total	14
Disposition—	
Deported	1
Awaiting deportation June 30, 1920	13

RECAPITULATION OF ALL CASES.

Arrests	31
Pending, June 30, 1919, including those awaiting deportation or appeal	135
Total	166
Disposition—	
Died, escaped, and forfeited bail	2
Discharged	47
Deported	15
Pending, June 30, 1920, including those awaiting deportation or appeal	102

SUMMARY OF ACTION TAKEN IN THE CASES OF CHINESE ARRESTED, FISCAL YEAR ENDED JUNE 30, 1920.

	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Arrests made	4	4	12	1	1	....	1	....	1	....	7	....	31
Died, escaped, and forfeited bail	1	....	....	....	....	1	....	....	....	....	....	....	2
Discharged	2	27	6	1	....	3	....	2	....	1	5	....	47
Deported	....	1	....	5	2	....	....	1	....	2	2	2	15

TABLE 7.—*Chinese arrested and deported, fiscal years ended June 30, 1916 to 1920, by judicial districts.*

Judicial district.	1916		1917		1918		1919		1920	
	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.
Delaware									1	
Maine	5	1			4		1	2		
New Hampshire							1			
Massachusetts	4	2	1		1	2			1	
Rhode Island	1	1	1		1	1		1		
Connecticut	22			3	3	1	5	3		
Northern New York	7	12	1	1					7	3
Southern New York	53	26	18	3	44	13	15	4		
Western New York			3	1		2	3			
Eastern New York	9	1	7	8	9	1				
Eastern Pennsylvania	4		1	4			34	8	3	
Western Pennsylvania	6	4	4	5	2	3				
Middle Pennsylvania		1								
New Jersey	12	7	8		7	3	1	1		
Maryland	8	1	1	2						
District of Columbia	4	1								1
Southern West Virginia	2									
Southern Georgia							1			
Middle Alabama	1	1								
Southern Alabama	1									
Southern Florida			1	1	3	3				
Southern Mississippi	2									
Eastern Louisiana	2	1	2				2		2	
Western Tennessee							1			
Eastern Kentucky	2									
Northern Ohio	8	3		2	1	2				
Southern Ohio										1
Indiana			2	1	3	1				
Northern Illinois	15	10	23	9	8	6	15	3	7	5
Southern Illinois	1									
Eastern Michigan					1	1		1	3	1
Western Michigan	1									
Eastern Wisconsin								1		
Northern Iowa			4	2				1		
Minnesota			2		1					
Eastern Missouri		1								
Nebraska							1	1		
North Dakota	1	1	1							
Wyoming			3	2						
Western Washington	2	2	4	2			3	2		
Eastern Washington	1									
Oregon	2	3	2	1	1	1	1			
Utah	1		1	1						
Northern California	9	5	3	3	5	2	2	2		
Southern California	18	13	16	13	8	6	9	4		3
Arizona	3	3	1	1					2	
New Mexico									1	1
Northern Texas	2						1			
Western Texas		1	1	1		3			1	
Western Oklahoma					1				2	
Hawaii	2	2	4	3	1			1	1	
Porto Rico	1	1								
Total	212	104	115	69	104	51	96	35	31	15

TABLE 8.—*Miscellaneous Chinese transactions, fiscal year ended June 30, 1920, by ports.*

Class.	San Francisco, Calif.	Seattle, Wash.	Honolulu, Hawaii.	Montreal, Canada.	New York, N. Y.	Mexican border.	New Orleans, La.	Boston, Mass.	Norfolk, Va.	Newport News, Va.	Philadelphia, Pa.	Charleston, S. C.	Gulfport, Miss.	Key West, Fla.	Portland, Oreg.	Total.
United States citizens (Chinese) admitted	1,118	340	148	26	3	3	...	123	...	...	...	...	...	...	...	1,761
Alien Chinese admitted	1,658	500	276	33	228	8	6	32	38	32	98	1	...	16	3	2,929
Alien Chinese debarred	81	13	8	9	7	....	2	1	3	...	...	...	1	...	...	125
Chinese granted the privilege of transit in bond across land territory of the United States	6,811	5	....	2,189	1,029	849	32	2	...	...	...	...	...	...	...	10,917
Chinese denied the privilege of transit in bond across land territory of the United States	43	....	....	....	....	....	....	....	....	....	....	....	....	....	....	43
Chinese granted the privilege of transit by water	1,178	284	....	....	....	....	....	....	....	....	....	....	....	....	....	1,462
Chinese denied the privilege of transit by water	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	.....
Chinese laborers with return certificates departing	172	180	274	1	.....	.....	...	25	...	...	...	...	...	...	...	652
Chinese merchants with return certificates departing	480	178	57	7	3	6	...	20	...	...	...	...	...	...	...	751
Chinese merchants' wives with return certificates departing	7	5	....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Chinese merchants' minor children with return certificates departing	.....	5	.....	.....	.....	.....	...	1	...	...	...	...	...	...	...	6
Chinese students with return certificates departing	13	38	1	.....	14	....	...	...	...	...	...	...	...	...	...	66
Chinese teachers with return certificates departing	2	3	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	7
Native-born Chinese with return certificates departing	765	276	94	4	5	2	...	64	...	...	...	...	...	...	...	1,210

REPORT OF THE CHIEF OF THE DIVISION OF INFORMATION FOR THE FISCAL YEAR ENDED JUNE 30, 1920.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
DIVISION OF INFORMATION,
Washington, D. C., June 30, 1920.

SIR: Herewith is submitted the annual report of the Division of Information.

The statute imposes upon the division the duty of promoting "a beneficial distribution of aliens admitted into the United States."

That law was written after a thorough and exhaustive investigation of the various phases of immigration and the effect of the same upon the people, institutions, and industries of the United States. The committee of Congress which reported its findings was impressed by the necessity for properly and accurately informing aliens, on being admitted into the United States, concerning the "resources, products, and physical characteristics of each State and Territory." The committee learned that certain well-disposed societies or individuals benevolently inclined were desirous of extending a helping hand to the arriving immigrant. They also learned that other institutions and individuals not so well inclined were anxious to come in contact with the admitted alien with a view to exploiting him by taking advantage of his ignorance of our customs and language.

Runners for boarding houses, sweatshops, land speculators, coal and transportation companies, and other institutions were numerous and active in their effort to have aliens intrusted to their care on being admitted. Self-interest and not the welfare of the alien or the land he was entering lay at the base of nearly every move of theirs, and of this the committee obtained ample proof. The Chief of the Division of Information, although not then in the Government service, but acting in the capacity of a private citizen, directed the attention of members of the committee to several attempts on the part of self-seekers to come in contact with and direct the movements of admitted aliens.

That committee was impressed with the belief that the future welfare of the United States demanded that aliens should be truthfully and fully informed concerning the "resources, products, and physical characteristics" of the various States. It entertained the belief that every citizen was entitled to the same information as that given to the alien, and the passage of section 40 of the immigration act of February 20, 1907, was the result.

When that law was written in 1907 it was of great importance that aliens should be beneficially distributed, not for their sakes merely, but for the sake of the country at large.

To-day no question that can come up for discussion and settlement overshadows that of promoting a "beneficial distribution of admitted

aliens." The duty imposed upon the Division of Information by the acts of 1907 and 1917 becomes of vital concern to all the people of the United States.

It would appear from reports of the activities of certain aliens during the last three years and the additional fact that a number of aliens were apprehended and deported from the United States for conspiring against the Government that it is a question whether they were "beneficially distributed" when they entered the country at our immigration stations.

Congress, when enacting the statute under which the Division of Information operates, believed that the care of admitted aliens should not be intrusted to private interests, societies, or individuals. It was the evident intent of the law to have everything connected with the admitting, informing, and directing of aliens done by a Government agency and Congress intended that that agency should be the Division of Information.

With the breaking out of the war in Europe, and even before the United States entered the war, the operations of the Division of Information were necessarily so interfered with that its duty of informing aliens and others, as provided by statute, was largely laid aside in order that it could be utilized as the nucleus of the U. S. Employment Service. The details of the transition period during which the division served with the Employment Service and was again returned to its old-time status in the Immigration Bureau are set forth in the report for the fiscal year 1918, and repetition is not deemed necessary.

Moneyed men and organizations are now expending millions of dollars to "Americanize aliens" who have resided in the United States for years. They have discovered that in many instances the faintest glimmer of a difference between the institutions of the United States and those of the alien's homeland has not shed light on an approach to "Americanization." This is in part due to the indifference shown the alien when approaching our shores.

The Government appropriated a large sum of money to enable the Department of Justice to ferret out and apprehend alien residents of the United States suspected of being enemies of, or plotters against, our Government, but it has not appropriated one cent to begin the work of Americanizing admitted aliens at our immigration stations the moment of arrival, and thus cause them to know our country and its institutions as they are.

Less than one-tenth of the sum expended in ferreting out and deporting "Red" aliens would have enabled the Division of Information to meet the aliens upon arrival as immigrants, and begin the work of making red, white, and blue Americans of them. That we have "Red" aliens, uninformed as to our manners and customs, in our country is largely our own fault, and with that thought in mind the Chief of the Division of Information presented to the Secretary of Labor, through official channels, the following:

MEMORANDUM.

DECEMBER 15, 1919.

To the Secretary:

A great deal of effort, much of which was wasted, has been expended on the Americanization of foreign-born residents of the United States. Humanitarians, uplifters, social workers, philanthropists, and faddists eagerly engaged in this form of activity some few years ago, but as the months went by the novelty

of the undertaking dwindled and only those who were deeply in earnest continued in the work.

It should be easy to Americanize those who come to us from foreign lands, but in the undertaking self-help will be the deciding factor, for unless a man or woman earnestly engages in a task either for self or another it will not be done right, and if those who would Americanize others are really Americans themselves they will miss no opportunity to Americanize a vast number of people born on our soil—people, too, who may trace American-born ancestry back several generations. The task of Americanizing the foreign born is essayed after they have become residents of the United States, and it should be kept in mind that the character and reputation of an Americanizer is carefully inquired into by the Americanizee. If that character and reputation stand the test, well and good; if not, we should not expect a foreign born to become any better than the native born.

The place to begin Americanizing is at the immigration station when the alien presents himself for admission to the United States. First impressions are said to be lasting ones, and if that is true, let us see just what kind of an impression would be left on the mind of the alien in undergoing the ordeal of passing inspection at the immigrant station. Confined for several days and nights in the steerage of an immigrant ship, enduring the torture of cramped quarters, sleepless nights, anxious days, subsisting on food that may or may not be palatable or nutritious and with nerves always at a tension, the immigrant is brought face to face with the immigrant inspectors, doctors, matrons, and others. He is questioned by those who sometimes do their work in perfunctory fashion and who put but few heart throbs into it. The head of the alien is thrown back, he is told to open and shut his eyes without knowing why, his scalp is examined, and if he is a healthy man he wonders just what they are looking for in his hair. His chest is thumped, and all of this is done hurriedly, without explanation to him, and he should not be blamed if he arrives at the conclusion that he is being examined for entrance into a lunatic asylum or possibly conscription into the Army or a working camp. Though spoken to in his own tongue, an immigrant, even through the best of interpreters, gets but an imperfect idea of what it is all about. He is not told that it is for his own advantage that these precautions are taken, and while running the whole matter over in his mind he is admitted, hurried ashore, packed into a railroad car, and rushed off to his destination. During the entire time and during these proceedings not one smile is given him, not one word of cheering assurance that he is welcome, not one single act to cause him to think that he is other than an object of suspicion.

I am passing no condemnation on the process of admitting immigrants. The time allowed and the funds provided by law are too limited to do more than give a cursory examination to the aliens passing so hurriedly through the process of inspection.

This country has thousands, perhaps millions of men and women who passed our gates in wonder and amazement. The food concessionaire and the money changer saw them; perhaps they were treated squarely, but I have a lingering suspicion that some of the money changers do not always adhere rigidly to the Ten Commandments in dealing with newly arrived aliens.

No effort has ever been made to convince these people that the land they are entering differs in any respect from the one they came from. No effort has been made to convince them that they are entering a country where the will of the people becomes the supreme law of the land. Nothing has been done to assure them of our welcome and that they may eventually take their places as citizens of this Republic. Owing to lack of time and funds these vital questions could not receive consideration.

They should be told the moment of admission that they are entering here as subjects and not as citizens. The word "subject" should be explained to them in its full significance, and they should be told in kindly phrase in their own tongue that once the mantle of American citizenship is placed upon their shoulders they are no longer subject to any man or set of men known as sovereigns; that the status changes from subject to citizen; and that thereafter, instead of being subject to one man called a sovereign, they themselves become sovereigns and stand the equal of all others before the law, which they themselves may have a hand in framing.

No admitted alien should be permitted to depart from the immigration station at which he is admitted until he has been given full information concerning the country he is entering, and particularly that part of it to which he is

destined. Instructions in how to get along, what avenues of advantage to follow, what pitfalls to shun, how to guard against rogues, swindlers, and exploiters should be imparted. "The resources, products, and physical characteristics" of the place he is going to should be explained to him. The names of the proper officials in the town or city they are going to should be made clear to them, and they should be told that these officials have no power over them and no business to meddle with them so long as they conduct themselves peaceably and properly.

The first thing that should be impressed upon all of them is the necessity for studying and learning the American language as quickly as possible, and they should be warned against men of their own race who may have lived here for years, who may have acquired the American language, and who may attempt to use it to their injury.

In a dozen different ways now known, and others which may become known hereafter, our alien acquisitions should be carefully instructed in their rights, privileges, and duties before taking up their residence among us. A good place to do this would be aboard ship during the voyage across the sea.

A representative of the Division of Information should travel on every vessel carrying alien immigrants to the United States. That representative should be provided with a full line of up-to-date literature giving necessary information concerning everything of advantage to the alien, this literature to be issued by the Division of Information or under its supervision.

States, counties, and towns desiring immigration could have descriptive literature published in various languages and distributed through the Division of Information on shipboard.

It is not necessary to enter into detail concerning the advantages of ship-travel instruction or the various items of information which could be given the alien during the time consumed on the voyage. Each succeeding day might disclose something of interest for the immigrant to know. What he would learn in that way would be of service to him, of advantage to the United States, and tend to shorten his stay at the immigration station. Only those awaiting the arrival of friends or desirous of studying more closely the possibilities of life in this country would need to remain for any length of time at the station. It should not be left to the self-seeker and exploiter to prey upon men and women who come to us with a view to better their condition among us, and during the process the word Americanization need not be mentioned.

A small silk American flag should be given to each admitted alien, with a brief history of its origin and its meaning. What it stands for should be impressed upon them, and in the doing of all this the predominating characteristic of the instructor should be kindness.

Each admitted alien should be told that on becoming an American citizen he will not be asked to surrender love for his native land. A man on marrying does not have to cease loving his mother because he promises to love another. It should be fully explained to him that he surrenders allegiance to the Government of his country and not love for his native land when he becomes an American.

We are complaining in the United States of the presence among us of that child of greed and ignorance now called Bolshevism, but it is the same old manifestation of distrust, discontent, ignorance of our ways and customs, and ignorance of what we owe to each other that has been known to us under other names for the last 50 years.

Men come here to better their conditions, it is true; but we have no right to find fault with them for not understanding us, since we do not take the time to go through the formality of properly introducing them to ourselves. This I maintain is a duty incumbent on the Government, operating through the Bureau of Immigration, in proper functioning of the Division of Information.

A man, if honest and industrious, must be actuated by good motives and inspired by high ideals to select the United States from among the nations of earth as a future home. He must have come to believe, or at least hope, that our country and its form of government are better than his own. We can strengthen that belief and inspire him with a stronger hope by meeting him in kindness, treating him humanely, and informing him accurately wherein our country differs from others, and where he may give full play to the power within him to carve out a home among us.

Steps should be taken at once to impress upon the members of the Committee on Immigration of the House and Senate that the most effective way to prevent Bolshevism in the United States, or at least reduce its swelling tide, is to tell each admitted alien at the immigration station what it means to be an American.

There is submitted herewith a draft of "A Plan" to receive, and impart information to, admitted alien immigrants. It may be urged as an objection to the "plan" that it will add to the expense of admitting immigrants, or to the expense of regulating immigration; but in advocating the adoption of that "plan" or a better one, it should be borne in mind and urged that no money appropriated by Congress can be put to better use than the trifling sum which may be necessary to carry on the work indicated in said "plan." Repressive measures will not prove anywhere near as effective or as inexpensive as prevention of necessity for such.

To put this "plan" into effect will not cost the taxpayers of the United States one cent, for the immigrants who come to the United States will foot the bill. A moment's consideration of the laws regulating immigration will show that it was the intention of those who, in Congress, enacted the first immigration laws to provide for the care of those entering the United States as prospective citizens.

The act of August 3, 1882, fixed a head tax of 50 cents on "Each passenger not a citizen of the United States who shall come to a port of the United States from any foreign port, said tax to constitute a fund to be used * * * to defray the expense of regulating immigration * * * and for the care of immigrants arriving in the United States, for the relief of such as are in distress, and for the general purposes and expense of carrying this act into effect."

Acts of Congress passed since then increased the head tax from 50 cents to where it now stands at $8, and provided for converting the money so collected into the general fund, but the fact stands that immigrant aliens do pay a head tax, that the money goes into the Treasury, and that no citizen will be burdened to the value of one penny in putting this "plan" into practical operation.

It should be clearly apparent that the very best possible use to which this money can be put is to expend it or a part of it in the work briefly outlined in a "plan" herewith submitted for your consideration.

In conclusion, I deem it proper and timely to call your attention to a recommendation made by me in the first annual report of the Division of Information, submitted to the Commissioner General of Immigration on July 1, 1908. Mr. F. P. Sargent, then Commissioner General, was in favor of the proposition and was considering it at the time of his death, which occurred but a few weeks after the report had been submitted to him. From that report I quote the following:

"To more effectually deal with the question of imparting up-to-date information to admitted aliens and to warn them against the pitfalls ahead, it would be well to assemble them, after admission and prior to departure, in a room or hall connected with the immigration station, and there explain to them in familiar language what to do and how to proceed after landing. The bulletins of the Division of Information could be read and explained and, in case of detention for any length of time, lectures on various topics of value to them could be delivered. With this idea in view, the division early in the year instituted inquiry as to the practicability of making use of lantern-slide exhibitions and the phonograph in this work, and without argument in favor of its benefits it is strongly urged that the matter be favorably considered."

T. V. POWDERLY,
Chief Division of Information.

"A PLAN"

TO RECEIVE, AND IMPART INFORMATION TO, ADMITTED ALIEN IMMIGRANTS.

First. Every alien admitted at an immigration station should be carefully instructed how to proceed after admission.

Second. Supplementing the instructions on board ship, a commodious hall, or lecture room, should be provided and suitably furnished at every immigration station.

Third. In every such hall a number of phonographs should be installed. Suitable lectures, or talks, on topics relating to the Government of the United States, its origin, the differences between it and the Government of the country from which the alien came, should be carefully prepared and delivered through the medium of these talking machines. These lectures or talks should be in plain, simple language and in the native tongue of the newly admitted alien immigrants.

Fourth. To each admitted alien should be given a small silk American flag. The presentation of the flag should be accompanied by a talk on the flag, its origin, its significance, and what it stands for.

Fifth. In the lecture hall or room the flags of all nations should be suspended from the walls, or in evidence, with a large American flag fronting the audience.

Sixth. There should be present at each lecture, or talk, an official of the Government competent to speak the language of the admitted aliens. The duty of this official should be to answer questions and otherwise instruct those in attendance.

Seventh. The bulletins of the Division of Information dealing with the "resources, products, and physical characteristics" of the various States should be ready for distribution at each lecture and proper explanation of their necessity and importance orally imparted to those present.

Eighth. Each adult admitted alien should be presented with such bulletin or literature as he might select, the same being inclosed in an envelope or wrapper bearing his name, this to be obtained from the manifest. In the instructions orally imparted and in the envelope containing literature for the alien full information concerning how to become naturalized should be included.

Ninth. The importance of learning the American language as speedily as possible and the necessity for so doing should be dwelt upon in a talk on the phonograph, this to be supplemented by a statement from the interpreter, who from personal experience should relate how very essential it will be to know how to conduct business in the place where the alien may go to, in the language of the United States.

Tenth. Everything should be done in such a way as to impress the admitted alien with the idea and feeling that he is welcome, that he shall stand on an equality with all others before the law, etc.

Eleventh. The surroundings of the immigrant alien at an immigration station from the time of arrival to departure, either as an admitted alien or as a deported one, should be cheerful, the treatment considerate and kind, while everything should be as homelike as possible.

Twelfth. States, communities, or industries such as agricultural societies, coal-mining associations, and associations of other industries (but no individual company) should be permitted to have permanent exhibits in the hall referred to, so that the admitted alien may be informed in detail as to certain industries, the wages, hours, working and living conditions, the possibility of securing employment promptly, and other matters of vital interest to the new arrival. Provided always that any industry or association, before being allowed to maintain such exhibit or distribute information in the hall referred to, or at any other place provided by the Federal Government, must be vouched for by competent State authority as to its integrity and ability to provide all that it represents and in the manner promised, this in addition to convincing the immigration authorities, through the Division of Information, that its offers are genuine, its intentions good, and that it has the power to deliver, the Secretary of Labor to reserve the right at all times to exclude any person from the privileges mentioned, acting through the Immigration Service, upon recommendation of the Division of Information.

Thirteenth. The foregoing relates chiefly to the work to be done at immigration stations, but the principal and really important duty can be performed on board the vessel carrying the alien to the United States. If the alien is well and truly informed aboard ship he will not be so worried or ill at ease when he presents himself for admission. He will be, as nearly as possible, care free during the voyage, will be in receptive mind, will have time to formulate and ask questions, and will have learned more to his advantage, and as a consequence to our advantage, than if he awaits full instructions at the immigration station.

It is admitted that existing facilities at the various immigration stations are not adequate to the carrying out in full of the "plan" outlined in the foregoing, but with full explanations and representations to Congress it ought to be apparent that this long-delayed work should be begun at once and an appropriation sufficient to begin the work allotted.

It is recommended that during the next sitting of Congress every effort be exerted to impress upon the members of the appropriation committees the necessity for carrying this most important "plan," or a better one, into practical operation.

FIRST AID TO THE ALIEN.

In order that each arriving alien may know that the Government of the United States takes a personal interest in his welfare, the Division of Information prepared a leaflet, or card, to be handed to each one on admission. The form of this card is such that it takes but little space and may easily be retained for future reference.

It is said that in their haste and anxiety to land aliens in the past threw away such literature as was handed to them—at least the division was informed that they did.

With adequate force at the immigrant station to carry on the work this difficulty may be obviated in future. The convenient form and size of this card of instruction will commend it to the favor of the alien, and when handed to him with a kind word advising that it be retained for future reference there is little doubt that in most cases it will be preserved and prove of service afterwards. The card is as follows:

PRESERVE THIS—DO NOT PART WITH IT.

You are entering a country new to you; manners, customs, language, everything is strange to you. To understand it all, you will need advice, direction, and help, especially help. Self-help is best, and to be successful you should learn the American language as quickly as possible.

In this Nation there are 48 States, and each one differs, more or less, in climate, soil, products, opportunities for labor—in some agriculture and in others manufacturing and mining.

After a short time you may wish to learn where to locate or to earn your living. If so, the *Government of the United States will offer you a helping hand* and tell you where to go and how to get there. Write, or have some friend write for you, to the address given below and tell what you can do, where you would like to go, and you will receive full information. You may wish to know about shops, factories, mines, farming, schools, churches, or banks. If so, do not hesitate to state fully what your wishes are, and you will receive an answer to all your inquiries.

Address as follows:

DIVISION OF INFORMATION,
BUREAU OF IMMIGRATION,
DEPARTMENT OF LABOR,
Washington, D. C.

PREPARATION OF BULLETINS.

In its preparation of the bulletins explanatory of the "resources, products, and physical characteristics" of the various States, the Division of Information has experienced a great deal of difficulty in securing reliable data from State and county officials. Many of these are new to their duties and do not appreciate the importance of having the advantages of their States set forth in such a way as to give a comprehensive idea of the advantages they have to offer to settlers, either alien or citizen.

Some State officials have turned the requests of the division over to "boomers" of corporations, but such literature as they have to offer is not dependable in all cases, and the division has to grope elsewhere for its data.

Much of what is required may be obtained from statistics gathered by the Census Bureau of the Department of Commerce, but that is not yet available, and as a consequence the completion of the full set of bulletins is being held up. In the meantime correspondence has to take the place of printed literature in responding to inquiries for information.

NEEDS OF THE DIVISION OF INFORMATION.

The division needs more office room and more clerical assistance. This is a matter that can be discussed with you personally.

A representative at each immigration station to take charge of the work of imparting information to admitted aliens is of vital necessity. Such societies, charitable, religious, benevolent, or otherwise, as may be accorded space or facilities to carry on their work, should be under the scrutiny, if not the supervision, of a representative of the Division of Information at every immigration station. No organization of any kind or description at any immigration station should be authorized to direct admitted aliens to places of employment or inform them of opportunities for employment without the knowledge and approval of the representative of the Division of Information. This, of course, does not contemplate restricting the activities of representatives of States appointed pursuant to the provisions of section 30 of the immigration law of 1917.

In order to properly, efficiently, and satisfactorily perform its duties in the interest of the admitted alien and the country he is entering, the sum of at least $100,000 should be appropriated by Congress during its next session. No need can be presented to Congress of greater concern, or of more pressing importance to the welfare of the people or institutions of the United States than that of accurately informing and properly directing newly admitted aliens on the day and hour of their admission. It is the duty of the Government to do this, and this duty should not be passed on to propagandists of foreign Governments or any other agency that may seek to influence aliens after they have been admitted to the United States.

RECIPROCITY BETWEEN THE BUREAU OF IMMIGRATION AND THE VARIOUS STATES.

A great many, perhaps a majority of, aliens admitted to the United States have their minds made up as to where they intend to go. Neither the Division of Information nor any other agency has authority to divert the course of such aliens, and as a rule they proceed to the destination selected by them before they began their westward journey. Many of them if informed, either on board ship or at an immigration station, of actual conditions might of their own volition change their minds in order to better their chances of securing employment.

Many aliens on arrival at destinations selected by them before leaving home find that conditions are not as they were represented to be by an agent of some transportation company or other interested party, and wish to change. It may happen also that close to the place at which they arrive opportunities for profitable employment exist, but in ignorance of that fact, they may undertake long and expensive journeys to distant localities in the hope of finding employment.

If the card presented by a representative of the Division of Information has been retained, they may improve their lot by corresponding with the division as directed.

In any event, a record should be made and kept at each immigration station, by one representing the Division of Information, of the name, age, and calling of each admitted alien, particularly of those

who are heads of families. A list of aliens going to any point in any of the various States should be sent to the chief of the bureau of immigration or to the chief of the bureau of labor statistics of the State to which the aliens are destined. This official should be informed of the destination of the aliens so that he may, if deemed necessary, supply them with literature and information pertaining to the advantages the State has to offer. In this way the State officials may assist in improving the lot of the newcomers by directing them to where they may find suitable homes, particularly as farmers.

If no other gain is apparent, the aliens will realize that the governments of State and Nation are taking a personal interest in their welfare, and they will not so readily fall a prey to land or labor sharks who would mislead them. By this means they will be brought in close contact with the Government of the land they live in and will not yield to the wishes of those who would enlist their aid to overthrow that Government.

EVERY EMPLOYEE OF THE BUREAU AN AGENT OF THE DIVISION OF INFORMATION.

About a year after the Division of Information was established a letter of instruction was issued by the Bureau of Immigration, as follows:

OCTOBER 14, 1908.

To Commissioners of Immigration and Inspectors in Charge, U. S. Immigration Service.

SIRS: To aid the Division of Information of the Bureau of Immigration and Naturalization in promoting a beneficial distribution of arriving aliens and others as provided by act of Congress, it is directed that active cooperation be extended to the said division and the same measure of attention given to the work of this branch of the service as is accorded other immigration work.

It is directed that one employee, whose name is to be sent to the division as early as possible, be detailed to take charge of information and distribution work at each station; to receive and distribute documents; to keep and mail to the division on proper blanks a comprehensive record of all applicants for information and of those who are directed to employment; and to perform such other duties as circumstances may require. It is understood that the person so designated shall devote as much of his time, under the direction of his superior officer, as may be necessary, and such designation shall not relieve him for the remainder of his time from the performance of his other duties.

The fullest measure of assistance is expected and required.

Respectfully,

F. H. LARNED,
Acting Commissioner General.

Approved:
OSCAR S. STRAUS, *Secretary.*

It is recommended that when the bulletins of opportunities for all the States are ready for distribution a letter of similar import be issued by the bureau.

There is no good reason why the entire staff of the bureau should not take an active interest in this important work.

CONCLUSION.

The great interest now manifested in the work of educating and "Americanizing" alien residents of the United States is an augury of good to come through cooperation between the societies engaged in such activities and the Division of Information.

The Daughters of the American Revolution are at the present time preparing to extend a welcome and a helping hand to arriving aliens. Literature being prepared by this great organization will be placed at the disposal of admitted aliens, and the Division of Information is confident that the example thus set will prove an incentive to others to cooperate in the work of giving our alien acquisitions first aid to citizenship the day we welcome and afford them a place among us. This first aid to citizenship should be extended the alien together with full information concerning the State or locality he is destined to. If he has no particular place selected as a future residence, the representative of the Division of Information should be on hand and fully prepared to answer all inquiries and properly direct the newly admitted alien to where he may find profitable employment and begin the work of Americanizing himself.

T. V. POWDERLY,
Chief of Division of Information.

Hon. A. CAMINETTI,
Commissioner General.

APPENDIX III.

REPORT ON SEAMEN'S WORK.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
Washington, June 30, 1920.

SIR: In submitting his report for the fiscal year 1919 the special representative of the Bureau of Immigration on seamen's work called attention to changes in the seamen's rule (rule 10 of the immigration regulations), which general experience and special activities growing out of the World War had shown to be necessary, and pointed out that the year's happenings had demonstrated the correctness of the bureau's oft-repeated view that reasonable restrictions could be enforced successfully and with fairness to all concerned in the cases of alien seamen so as, on the one hand, to prevent evasions and violations of the immigration laws by aliens of the inadmissible classes traveling in the assumed guise of seamen; and, on the other hand, without any undue interference with the free and full operation of the underlying principles of the seamen's act; also, that proper control is entirely consistent with the provisions of the established rights and privileges of the seamen themselves, as well as the rights of the various commercial interests engaged in the foreign trade.

Another year's operations not only repeat but emphasize the experiences of the first complete year under the revised regulations. True, it has demonstrated, along with some other things, that the provisions of the immigration act relating to seamen are not perfect and need to be changed and strengthened in several respects; nevertheless the regulations have been found to work effectively and to be capable of being so applied as to accomplish, measurably at least, and to a very considerable extent the purposes it is known Congress had in view when enacting the seamen's provisions of the immigration law. Certain proposed changes in and additions to the law are discussed hereinafter. The bureau's view as to the necessity and practicability of enforcing proper regulations in the cases of alien seamen has been confirmed over and over again by the experiences of the past year.

With the return of shipping to normal conditions, the seamen's work has attained such proportions as to challenge painstaking consideration of its import. During the year 933,081 seamen employed on vessels arriving from foreign ports were examined; of this number, 288,710 were furnished with identification cards, 4,775 were certified to be afflicted with loathsome or dangerous contagious diseases, of whom 3,958 were removed to hospital for treatment, and fines amounting to $75,818.21 were imposed on vessels for violations of sections 32, 35, and 36.

SEAMEN'S IDENTIFICATION CARDS.

Several conferences have recently been had with the officials of the Department of State with regard to the advisability and practicability of discontinuing the use of seamen's identification cards, but as yet no definite conclusions have been reached. In view of the changed conditions since the issuance of the proclamation of August 8, 1918, governing the issuance of passports and the granting of permits to depart from and enter the United States, however, an agreement was reached to abolish the system of viséing of seamen's cards, Forms K and L, upon the arrival of the holders. Even though the State Department should decide to abolish the cards now in use, it would be necessary under rule 10 of the immigration regulations to return to the use of the old card, Form 685, as a means of identification, as it is apparent from reports received from United States consuls through the Department of State that a large number of dangerous and undesirable aliens are using every effort to enter the country in the guise of seamen. Obviously, there must be some thoroughly practical method of identifying aliens who enter our ports as seamen. It is known that many such desert; and while it is also known that a majority of those deserting reship sooner or later, there is always a good-sized minority who remain here unlawfully and whose identification is important. The work involved in issuing the cards will be materially reduced if a suggestion made in last year's report is adopted, to wit:

> Should the passport regulations be discontinued and the control of seamen revert to the Immigration Service, it is strongly urged that a supply of blank forms of seamen's identification cards be forwarded to the American consuls at foreign seaports, with instructions to give the widest publicity to their use and to notify all steamship companies having vessels sailing from ports within their jurisdiction to ports in the United States that under the immigration regulations no seaman in their employ will be permitted to leave the vessel upon arrival at a port in the United States unless he is in possession of an identification card bearing his photograph. If this plan shall be approved by the bureau, a provision should be inserted in the new immigation bill—now pending before Congress—imposing a penalty of $10 on the master, agent, owner, or consignee of any vessel arriving in the United States from any foreign port or place who shall bring to the United States as one of the crew of such vessel any alien not in possession of an identification card bearing his photograph, the fine not to be remitted or refunded in cases of seamen who are furnished with identification cards by immigration officials prior to the departure of the vessel foreign. In every instance when immigration officials have served written notice upon the master to retain on board seamen who are not in possession of identification cards, or for any other reason, an officer should be detailed to the vessel to check up and verify the departure of every such seaman.

CREW LISTS.

Ever since the bureau issued its circular letters of September 11 and 12, 1919, there has been constant improvement in the enforcement at most of the ports of the provisions of section 36 regarding crew lists and lists of changes in crews. As the law has now been in operation for over three years it seems strange, indeed, that some masters still arrive at United States ports without having a crew list prepared and ready for delivery to the boarding officer upon the arrival of their vessels in port, and to deliver the same to said officer upon his boarding the vessels in accordance with the provisions of

section 36. It appears that the principal excuse for the nonpresentation of crew lists upon arrival is due to the interpretation of the words found in section 36 of the statute, "That *upon arrival* of any vessel in the United States from any foreign port or place it shall be the duty of the owner, agent, consignee, or master thereof to deliver to the principal immigration officer in charge of the port of arrival lists * * *," the steamship interests maintaining that the words "upon arrival" should be construed to mean within a reasonable time "after arrival," for instance, as suggested by them, 12 or 24 hours thereafter. However, it has been repeatedly pointed out that to adopt this policy suggested by them would prevent an expeditious inspection, and the enforcement of that portion of the law relating to seamen would be practically destroyed. This is especially true at the larger ports which have many miles of water front, and where it would be impossible to detail a sufficient number of inspectors to make proper inspections. Formerly, many complaints were received from the steamship interests to the effect that the words "shall be the duty of the owner, agent, consignee, or master to deliver to the principal immigration officer in charge of the port of arrival lists * * *," they pointing to the fact that section 36 printed on the reverse of Form 680 (alien seamen crew list) is misleading in that masters were under the impression that it was necessary for them to deliver such lists to the immigration office after their arrival. As it is the desire of this service to have the lists ready for the boarding officer when he boards the vessel, and in order to clear up the possible alleged ambiguity in this section, an additional notation is now stamped or printed on all issues of Form 680 specifically setting forth that such form "shall be prepared and ready for delivery to the immigration inspector boarding the vessel at the port of arrival, and shall in no instance be taken from the vessel." It now appears that this situation has been clarified by the additional notation, and protests from that source have practically ceased. The bureau has devoted considerable time and energy to interviews with representatives of various steamship lines and masters of vessels relative to the requirements of the provisions of section 36 with respect to the presentation of crew lists. Other than the excuses set forth above which have been offered for not presenting Form 680 properly visèed by American consuls was one to the effect that the consuls advised that the lists which they had presented were sufficient provided they contained the consul's visé. In this regard it was pointed out that it was not incumbent upon the consuls to prepare or furnish the required lists, but rather was it incumbent upon the masters themselves, through their agents, or otherwise, to familiarize themselves with the requirements of entering ports of the United States; although in this connection it might be stated that consuls usually have supplies of immigration forms on hand and readily supply such forms to masters and advance any information regarding entrance and clearance of vessels at ports of the United States. It might be added that the Department of State has twice during the past year cabled American diplomatic missions in Europe directing them to—

Resume visé of crew lists. Use manifest form required by immigration law instead of form previously prescribed by this department. Require additional information in your discretion. Withhold bills of health until lists visèed. Notify local officials and steamship companies. Instruct consuls.

If masters of vessels would exercise the same care and interest in regard to crew lists as they do in obtaining bills of health and passenger and cargo manifests prior to their departure from foreign ports, the necessity of imposing immigration fines would be reduced to a minimum. Moreover, if the shipping interests engaged in foreign trade would adopt a plan similar to the one put into operation by the Shipping Board authorities at Washington, of issuing printed instructions to all masters in their employ relative to the requirements of the provisions of section 36 relating to the preparation and time and place of delivery of the crew lists, Form 680, and the furnishing of a report of changes in the crew, Form 689, to the principal immigration officer at the port of arrival prior to the vessel's departure foreign, there would be a marked decrease of fines imposed upon vessels for violation of the provisions of section 36. The bureau is satisfied that in the interest of good administration it is justified in recommending the imposition of penalties for the failure of masters to deliver these lists containing information which is very essential in the handling of cases of alien seamen arriving at ports of the United States and departing therefrom.

REMOVAL OF DISEASED SEAMEN.

On account of the increasing demand for bed space in the marine hospitals throughout the country for the care of War Risk and other beneficiaries of the Public Health Service, and the refusal of other hospitals to accept as patients seamen afflicted with venereal diseases, it was found necessary in some instances to hold such seamen on board and permit them to depart foreign with the vessel.

Conditions are such aboard most vessels that it is often practically a physical impossibility to make promptly a thorough examination with the object of discovering whether the seamen employed thereon are physically sound or are suffering with any loathsome or dangerous contagious disease. In the interest both of thoroughly safeguarding the public against the spread of contagion and of protecting the crews and in some cases the passengers and also reducing to a minimum the confusion and delay which result from even attempting to make thorough medical examination aboard vessels it is the practice under the regulations to remove alien seamen suspected of or certified to be afflicted with disease to an immigration hospital or other suitable place where a thorough observation and examination may occur and to furnish medical treatment to such of the seamen as are diseased. The right of the department and the bureau to enforce this practice has been questioned in some quarters.

It has been the contention of the department and the bureau that the immigration officials are authorized to examine alien seamen and remove such as are diseased or suspected to be so to hospitals for treatment at the expense of the vessel. This contention is sustained by the advice of experienced immigration officials and approved by the United States district attorney at Norfolk, Va., and incidentally sustained by the decision of the District Court for the Eastern District of Virginia in a case entitled Anker W. Henricksen *v.* Alector, in which Judge Waddill, while upholding the right of the immigration officials to examine alien seamen and to place such seamen in hospital for treatment at the expense of the vessel if they

should be found to be afflicted with any loathsome or dangerous contagious disease, held that the vessel on which such seamen were employed at the time of arrival could reimburse itself for expenses incurred in connection with the treatment of such diseased seamen by making deduction of wages due them.

Although the decision will undoubtedly be of assistance to the department and the bureau in effecting settlement of hospital bills by the responsible steamship lines, it is believed that all of the present difficulties will practically disappear with the enactment of the proposed legislation on the subject. H. R. 7930 only failed of passage for lack of time, it having been favorably reported on by the Senate Committee on Immigration, after having passed the House of Representatives.

The bureau desires to point out that in addition to the benefits that will accrue to seamen by preventing their entry while in a diseased condition this method of action will be beneficial to seamen as a class, and from an exhaustive study of the subject matter believes that the procedure followed under the existing law and regulations, not only lends encouragement to, but confers positive benefits on, the American merchant marine.

GREAT LAKES SEAMEN.

Commissioner Clark, in referring to the work of the examination of seamen on the Great Lakes, reports as follows:

There have been no instances in which seamen have deserted their vessels and applied for admission as regular applicants nor were any seamen removed to hospitals for treatment because of being afflicted with loathsome or dangerous contagious diseases or otherwise.

The reports from the various subports indicate that the seamen regulations are operating as satisfactorily as can be hoped for under the existing conditions; it being a matter of record that immigration officers are not stationed at all ports of call for vessels operating on the Great Lakes, although most of these ports are covered by customs officers who are paid a nominal compensation for their services in addition to their regular salaries as customs officers.

The class of seamen on the Great Lakes is undoubtedly superior to that operating on the seacoast, it being quite a common occurrence to find a vessel manned entirely by members of the same family, and in many instances vessels have the same crews from year to year, recruited from the home town of the master, or the immediate vicinity thereof. The fact that none of the seamen examined were found to be afflicted with a loathsome or dangerous contagious disease or other disabling ailment is in itself an indication of the class of seamen employed on these vessels and the number of desertions is negligible.

DEEP-SEA FISHERMEN.

In accordance with the provisions of paragraph 41, confidential instructions of August 8, 1918, it is the duty of immigration officials acting as control officers in the enforcement of the provisions of the act of May 22, 1918, to issue seamen's identity cards to alien deep-sea fishermen to sail from and land in the United States in pursuance of their calling.

As a result of a proper enforcement of the regulations at the ports of Boston and Gloucester, Mass., a number of aliens who were rejected by boards of special inquiry at the seaports of Canada were prevented from attempting to gain unlawful admission to the United States in the guise of fishermen.

The new immigration bill now pending before Congress includes deep-sea fishermen in the definition of the term "seamen." The necessity of passing a law which will give immigration officials full control and supervision over aliens following the occupation of fishermen is found in the fact that reports which have reached the bureau indicate that fishermen employed on boats operating out of San Pedro and San Diego, Calif., are actively engaged in the smuggling of contraband Chinese, Japanese, and considerable quantities of opium and whisky out of Mexico.

RETURN OF SEAMEN TO PORTS OF THE UNITED STATES BY AMERICAN CONSULS.

In view of the fact that the Public Health Service and the bureau had failed by means of correspondence to reach an agreement on the question of which branch of the Government service should assume responsibility in cases of distressed American seamen (aliens) returned to ports of the United States by American consuls, it was decided to have the point at issue thoroughly discussed in conference by representatives of the interested departments. During the conference the representative of the bureau took the position that as consuls are required under the navigation laws of the United States to return to ports of the United States all destitute and distressed American seamen (aliens), and as such seamen are, by virtue of their previous employment on vessels of American registry, entitled to be regarded as beneficiaries of the marine hospital fund, immigration officials could not refuse such seamen permission to land in pursuit of their calling or for the purpose of receiving care and treatment in a Public Health Service hospital, provided such seamen were in possession of documentary or other satisfactory evidence indicating that they are bona fide American seamen (aliens) returned under consular regulations. The representative of the Public Health Service, however, expressed the opinion that such seamen (aliens) were not entitled to be regarded as beneficiaries of the Public Health Service, and when they were found upon arrival at ports of the United States to be afflicted with any of the diseases or disabilities enumerated in section 35 of the immigration act it was the duty of immigration officials to institute deportation proceedings in all such cases, and that all hospital expenses incurred pending deportation were a proper charge against the appropriation "Expenses of regulating immigration."

As a result of the bureau's action in refusing to pay the hospital bills or to institute deportation proceedings in such cases, the Public Health Service referred the matter to the Attorney General and requested an opinion as to whether that part of the seamen's act making provision for the return of alien seamen employed on American vessels was repealed by the immigration act approved February 5, 1917, and stated:

> The main point at issue appears to center on the decisions as to whether this last-named statute (secs. 4577 and 4578, R. S.) is repealed, in so far as it concerns alien seamen, by the immigration act of February 5, 1917, or is otherwise affected by the act. If not, the obligation of the Public Health Service to receive as a beneficiary the above-cited case would be clear.

The Solicitor of the Treasury Department held:

The said immigration act, being general, and being the last expression of Congress on the subject, repeals by implication only such laws as are in direct conflict with its provisions. While the immigration act mentions several acts expressly repealed by its provisions, it nowhere mentions the seamen's act, and if any provisions of the seamen's act are repealed, it is only by implication.

* * * * * * *

Inasmuch as the immigration act does not expressly repeal the laws governing the return of sick or disabled American seamen, sections 4577 and 4578, R. S., such laws are still in force and effect.

The solicitor further held that such mentally defective or diseased seamen returned by United States consuls are not subject to exclusion, but, rather, that they shall be admitted to the United States as beneficiaries of the Government through the Public Health Service.

In this connection the bureau, under date of April 27, 1920, issued a circular letter to all commissioners and inspectors in charge and explained in detail the method of procedure which should be followed in the handling of all cases of seamen (aliens) returned to ports of the United States by American consuls.

The following tables show the number of seamen examined by our officials at the various seaports, the number of vessels boarded, the number of seamen's identification cards issued, the number of seamen certified for loathsome or dangerous contagious diseases and removed to hospitals for treatment, and the amount and nature of penalties imposed upon transportation companies, or the masters, owners, or agents of vessels, for violations of those sections of the immigration act which relate to alien seamen.

District.	Vessels boarded.	Alien seamen examined.	Seamen's cards issued.	Alien seamen certified for loathsome or dangerous contagious diseases.	Alien seamen removed to hospitals for treatment.
New York	5,495	361,066	98,292	1,136	1,136
Boston	660	44,249	28,363	131	109
Philadelphia	1,224	47,452	14,300	453	453
Baltimore	1,313	51,229	18,500	486	165
Norfolk	2,636	106,754	71,316	1,161	996
Jacksonville	2,554	29,733	14,065	295	295
New Orleans	1,822	79,919	9,402	399	399
Galveston	1,480	47,756	9,083	497	216
Seattle	2,052	70,194	4,949	89	89
Portland	31	1,149	3,168	.....	.....
San Francisco	691	31,687	11,717	99	71
Southern California ports	996	8,764	1,131	2	2
Chicago	17	408	126	.....	.....
Cleveland	18	248	248	.....	.....
Montreal (other Lake ports)	.....	3,861	2,592	.....	.....
Porto Rico	1,088	17,349	791	27	27
Honolulu	711	31,283	647	.....	.....
Total	22,738	933,081	288,710	4,775	3,958

Administrative fines assessed against transportation lines on account of violation of sections of immigration act relating to alien seamen.

District.	Section.	Number assessed.	Amount of fine.	Total amount assessed.	Cause of assessment.
New York	36	3,756	$10.00	$37,560.00	Failure to furnish crew list.
Boston	35	3	50.00	150.00	Bringing diseased alien seamen.
	36	100	10.00	1,000.00	Failure to furnish crew list.
Philadelphia	36	149	10.00	1,490.00	Do.
Baltimore	36	824	10.00	8,240.00	Do.
Norfolk	36	951	10.00	9,510.00	Do.
Jacksonville	36	171	10.00	1,710.00	Do.
New Orleans	35	2	50.00	100.00	Bringing diseased alien seamen.
	36	1,344	10.00	13,440.00	Failure to furnish crew list.
Galveston	36	34	10.00	340.00	Do.
Seattle	35	8	50.00	400.00	Bringing diseased alien seamen.
	36	64	10.00	640.00	Failure to furnish crew list.
San Francisco	36	5	10.00	50.00	Do.
Southern California ports	36	51	10.00	510.00	Do.
Alaska	36	7	10.00	70.00	Do.
Total	.....	7,469	.....	75,210.00	

FINES IMPOSED IN COURT PROCEEDINGS FOR VIOLATIONS OF SECTION 32.

New York	32	1	.....	$183.21	Permitting alien seaman to land without inspection.
Baltimore	32	1	$100.00	100.00	Failure to detain diseased seaman.
	32	1	200.00	200.00	Do.
	32	2	25.00	50.00	Permitting alien seamen to land without inspection.
Jacksonville	32	1	25.00	25.00	Do.
New Orleans	32	2	25.00	50.00	Failure to detain diseased seamen.
Total	.....	8	.....	608.21	

Appreciation should be expressed now and here of the cooperation of the immigration officials at the various ports and of the splendid work by the Surgeon General's Office and the various doctors of that service assigned to duty of examining seamen. The work involved in the enforcement of the provisions relating to seamen is not only extensive but is a very important matter, and success in its performance can be obtained only through that kind of close attention to duty and cooperation in its performance which it is believed has generally obtained among both sets of officers concerned during the past year.

JEREMIAH J. HURLEY,
Special Representative on Seamen's Work.

Hon. A. CAMINETTI,
Commissioner General.

APPENDIX IV.

REPORT OF SPECIAL REPRESENTATIVE ON CHINESE PRACTICE.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
Washington, June 30, 1920.

SIR: I have the honor to submit the following report in my capacity as special representative of the bureau on exclusion work, covering the fiscal year 1920.

During the previous year, upon two occasions, the writer visited the various ports of entry, observing conditions, making suggestions, and issuing instructions, with a view to the adoption of uniform and expeditious methods of handling Chinese cases, and in further pursuance of this purpose much of his time during the period covered by this report was spent in the bureau reviewing and presenting appeal cases to the department and assisting generally in directing the officers in the field.

It being apparent that the manifests covering Chinese passengers and the descriptive lists for transits which had been in use for some time were cumbersome and not readily adapted to their respective purposes, new forms prepared by the writer were submitted and approved by the bureau, and it is believed that their use will materially facilitate and lessen the work at the various ports.

The procedure under amended rule 3 of the regulations, providing that the cases of Chinese applying for admission be heard before boards of special inquiry, and which was adopted in consequence of a decision of the Circuit Court of Appeals for the Ninth Circuit, has been a decided improvement, it is believed, over the method of examination by individual officers formerly in use, notwithstanding the fact that because of the limited number of inspectors it has been necessary to assign clerks to duty as board members. Undoubtedly it safeguards the interests of the applicants, as well as those of the Government, as it results in more thorough investigations because of the opportunity afforded each board member to observe and question the witnesses and to cause the record to contain all the information available which in his opinion is pertinent to the issue. The chances for mistakes and misunderstanding are materially reduced, opportunities for fraud are lessened, and a fair and just decision made more likely because of the fact that each case is considered by three officers instead of being left to the judgment of one. In this connection, it is worthy of note that since the initiation of the present practice the Government has been unusually successful in securing dismissal of applications for writs of habeas corpus in the cases of Chinese aliens, which are generally based upon the claim that the hearing accorded is unfair.

However, it is recommended that subdivision 4 of this rule, providing that where the board is not entirely satisfied from the evidence submitted that the applicant is entitled to land 10 days shall be allowed within which additional evidence may be presented, be rescinded. The time consumed in investigating and passing upon applications for admission is an important factor in these cases, and frequently forms a basis for complaints to the department; and the provision in question, which was designed to obviate the submission of additional evidence after an excluding decision is rendered, has not accomplished the result anticipated, apparently for the reason that attorneys decline to submit additional evidence until they have had an opportunity to review the record, which is not open for their inspection until the applicant is rejected by the board. Consequently, the effect of this rule is simply to delay final disposition of the cases. It is intended that the applicant shall present at the original hearing all the evidence available, and there would seem to be no valid reason for accepting any evidence later, unless the applicant shows clearly that it could not be secured at that time, in which event provision is made for reopening the case.

A recent decision of the Supreme Court, in the case of United States *v.* Chin Fong, holds that Chinese applying for return certificates or readmission to the United States upon the ground that they have been engaged in this country as merchants shall be required to establish only that they have maintained such status for a period of one year immediately preceding such application for return certificate or departure from the United States, the question of their lawful domicile, if in issue, to be determined by judicial process and not by administrative officers. This will necessitate an amendment to rule 15 of the regulations, and will undoubtedly serve to increase the number of applications of this character, the question of lawful residence having been the basis for many denials in such cases in the past. Experience has demonstrated that it would be futile in a majority of these cases to institute proceedings before United States commissioners.

The Chinese exclusion law has been modified by court decisions to such an extent as in large measure to defeat its purpose of preventing Chinese from entering the labor market of this country. It has been held repeatedly by the courts that Chinese "exempts" permitted to land and later found employed as laborers are not subject to deportation unless the Government establishes that their entry was fraudulent, or, in other words, that it was their intention at that time to become laborers. Thus, while technically ruling, in accordance with the statute, that the administrative decision is not final as to status, they have, to all intents and purposes, placed the burden of proof upon the Government, a condition which was not contemplated by the act. Applicants admitted as the minor sons of domiciled merchants are permitted to engage immediately in laboring pursuits, and the ease with which others engaged as laborers and who can not show lawful admission may establish citizenship before the courts renders ineffectual any attempt to secure deportation through judicial process.

In the writer's opinion, this situation can be remedied only by the enactment of a new law, or at least by amendments providing that any Chinese admitted as an exempt or as the minor child of an exempt

who shall be found at any time subsequent to such admission employed as a laborer, and any other Chinese laborer not in possession of a certificate of residence, shall be subject to arrest and deportation upon departmental warrants.

It is probable that more Chinese cases have been considered at the ports and by the bureau during the past year than ever before during a similar period. Considering the difficulties encountered, particularly in maintaining a force of competent employees in the face of inducements offered outside of the Government service, the bureau is to be congratulated upon the manner in which the law has been enforced.

H. R. SISSON,
Special Representative (Exclusion Work).

Hon. A. CAMINETTI,
Commissioner General.

APPENDIX V.

REPORT OF OFFICER IN CHARGE OF DEPORTATION AND TRANSPORTATION.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
Washington, June 30, 1920.

SIR: I have the honor to submit herewith a report of the deportation and transportation section for the fiscal year ending June 30, 1920. As this is the first annual report of this section, I shall first outline in detail how this work is being carried on. This phase of the bureau's work was formerly handled in the Correspondence Division, but after the war it increased so rapidly that it became necessary to organize a section. The section was organized in June, 1920.

TRANSPORTATION OF ALIENS EAST AND WEST.

Deportation parties to the west coast generally have their starting point at New York. At Chicago the party is transferred to a Southern Pacific barred car, and arrangements have been made whereby that company furnishes the department with guards and meals at a fixed rate to each point involved. This saves annually a tremendous amount of money to the Government because of the fact that the rates for meals and guarding are so much cheaper than if the department had to pay those ordinarily charged by the railroad companies. It also does away with the department's having to furnish guards, which is another great saving.

Parties from the west coast to the east coast generally leave San Francisco or Seattle. A specially constructed kitchen coach is furnished by the Southern Pacific Railroad, and meals are furnished at the rate of 75 cents each. The meals are prepared in this car and thus the aliens do not have to change during the time they are being fed.

ORGANIZATION OF PARTIES.

A record is kept in the bureau of the outstanding cases of aliens for whom warrants of deportation have been issued. When a party is about to be formed, these names are gone over and certain ones selected to be taken to Mexican border points for deportation to Mexico, or to San Francisco for deportation to Japan, China, or Mexico, and others to be brought forward to points east for deportation to European countries or to Canada. Each district is then notified that a deportation party will start from a given point, and a request is made to each district for the names of aliens they have ready, their list being compared with that in the bureau. In this way the bureau may keep a check on cases to be added to a party, which the district concerned does not report. When the

time for the departure of a party is agreed upon, itineraries are sent to each of the districts, which show over just what railroads the party is to travel, and what points it will touch; and the districts are instructed to join their aliens at the point nearest them, through which the deportation train passes.

DEPORTATION OF ALIENS.

During the past fiscal year there were nine round-trip deportation parties, and one party to El Paso. By round trips is meant that a party leaves New York for San Francisco, for instance, and when returning picks up aliens going to New York or the Canadian border for deportation. There were 709 aliens of all classes deported in these parties. Of course, these regular deportation parties can not take care of all of the aliens under order of deportation. For instance, Montreal may secure information from Ellis Island that a sailing date for certain aliens can be obtained, and if the aliens are brought forward immediately they can be deported without delay. This, of course, is due to the passport regulations, which will be taken up later, and also to the infrequent sailings of certain lines which have not yet recovered from conditions incident to the war. Outside of the regular deportation parties there were delivered by immigration officials to different ports 770 aliens, making a total of 1,479 aliens transported to points in the United States for deportation. During the past fiscal year there were 2,762 aliens actually deported. There is a difference between the number of aliens transported to different ports for deportation, and of those actually deported, but this is due to the fact that many aliens were deported in the districts in which their cases originated and therefore were not transferred to another district.

Herewith is submitted a statement showing the number of warrants of arrest issued, the number of warrants of deportation issued, the number of warrants of arrest and deportation canceled, and the number of cases in which action was deferred, covering the period from July 1, 1919, to June 30, 1920.

Month.	Warrants issued.		Warrants canceled.		Action deferred.	Total.
	Arrest.	Deportation.	Arrest.	Deportation.		
1919.						
July	354	295	141	.....	49	839
August	334	167	116	.....	34	651
September	213	148	71	.....	32	464
October	255	210	103	.....	60	628
November	801	234	85	.....	35	1,155
December [1]	3,067	418	103	.....	60	3,648
1920.						
January [1]	2,797	200	219	.....	44	3,260
February	379	167	160	.....	56	762
March	461	464	256	34	33	1,248
April	330	318	1,269	33	104	2,054
May	482	430	582	91	48	1,633
June	378	370	814	103	83	1,748
Total	9,851	3,421	3,919	261	638	18,090

[1] During these months a large number of warrants of arrest were issued for aliens falling within the anarchistic provisions of the immigration law.

ALIENS DETAINED IN STATE INSTITUTIONS FOR THE INSANE FOR WHOM WARRANTS OF DEPORTATION HAVE BEEN ISSUED.

On account of the war and due to infrequent sailings the number of aliens in State institutions for the insane accumulated to a great number, and it has been possible only in the last three or four months to make any headway in giving relief by the deportation of the aliens detained therein.

The writer is pleased to advise you, however, that in all State institutions west of the Mississippi River the congestion has been relieved, and there are very few cases, with the exception of Russians, whom we can not actually deport at this time. In those institutions east of the Mississippi River the situation has been relieved to some degree, but owing to the vast number of anarchist cases handled in the bureau no such relief is felt as in those west of the Mississippi. However, the last months have seen a great many of these aliens deported, and the situation has cleared to such an extent that it is safe to say that within the next six months this problem will be settled to the satisfaction of all concerned. This statement is based on information received from several of the steamship companies to the effect that travel to foreign countries is not as heavy as it has been, and that accommodations may be secured without much trouble.

It might be stated further that when the armistice was signed it was figured that there were approximately 3,000 deportable aliens confined in institutions all over the country, and it may safely be said that this figure has been cut in half during the past year, and that there are probably not more than 1,400 or 1,500 aliens now confined in institutions throughout the United States.

PASSPORTS.

Another problem with regard to deportation, which confronts the department, is that of securing passports. The English, German, Swiss, Roumanian, Swedish, Norwegian, and Jugo-Slav authorities require that the department submit documentary evidence in each case before the passport can be issued. In addition to this documentary evidence, the Germans, Roumanians, and Swedish insist that any aliens who have been out of their countries for a period of 10 years lose their nationality, and are no longer citizens of those countries. The situation is a difficult one in this connection, inasmuch as very few aliens who have been in the United States for approximately four years, can show documentary evidence proving their citizenship. In connection with this 10-year period, an alien may have been away from, say, Sweden for 10 years, but have been in the United States for only two years, yet we can not secure a passport for him, and the alien will probably become a permanent charge on the United States. In the case of the Germans, the 10-year period starts prior to 1914.

Unless some kind of compromise is made on this question, the bureau will be compelled in almost every instance to communicate with the American authorities abroad, through the State Department, and endeavor to obtain the necessary evidence. This, of course, will create a long delay, and it is feared that it will serve to hold up many deportations during the coming year.

ORGANIZATION.

This section, as now organized, is composed of three persons. Another clerk is badly needed because of the many outstanding cases to be examined to determine whether warrants of deportation can be canceled, whether the aliens can be deported, or just what has become of the aliens involved.

That portion of the service involving transportation of aliens to certain points for deportation is in charge of Deporting Officer E. M. Kline. Mr. Kline took charge of this work in February, 1920, when the writer was assigned to duty in charge of the deportation and transportation section. Mr. Kline had formerly been in the employment service, and was familiar with forming parties such as those which are now organized. He is thoroughly familiar with this phase of the work, and should be complimented on the efficient manner in which he has conducted it since February of this year.

In the field service there should be a regular force handling deportation cases. This system is now in effect at only a few immigration stations, and many times when aliens are delivered to the train the officer delivering them is not in possession of the documents needed to deport the alien. The organization at San Francisco with regard to this work is one of the best in the service. There certain employees are assigned to the deportation and detention division, and work on warrant cases exclusively. These cases are handled entirely by this division until the aliens are delivered to the deporting officer for actual deportation. This should be applied at all large stations. Of course, at small stations at which only two or three men are employed this would not be possible, but even at these points one man could be designated to handle the deporting end of all cases.

In connection with the securing of attendants necessary for deportation parties, it is recommended that specially designated persons be assigned to this work. In case this is not possible and the department finds it necessary to secure these people outside, they should be persons of suitable qualifications, men or women connected with institutions or with some municipal or Federal organizations, such as the police department, United States marshals, sheriffs, etc., who are accustomed to handling prisoners of this kind.

The work in this section is increasing daily, and it is believed that by the end of the next fiscal year the section should be one of the largest in the bureau. It is operating efficiently, and the writer wishes to take this opportunity to thank all of the officers and employees here in the bureau at Washington, who have so ably cooperated in helping to organize it.

LEO B. RUSSELL,
Immigrant Inspector in Charge,
Deportation and Transportation.

Hon. A. CAMINETTI,
Commissioner General.

APPENDIX VI.

REPORTS OF COMMISSIONERS, SUPERVISING INSPECTOR, AND INSPECTORS IN CHARGE OF DISTRICTS.

The following compilation from the reports of commissioners of immigration, supervising and other inspectors in charge, giving in detail the transactions for the year of the respective districts, and the views of such officers upon immigration matters, is inserted for information.

COMMISSIONER OF IMMIGRATION AT NEW YORK, IN CHARGE OF DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY AND THE IMMIGRATION STATION AT ELLIS ISLAND, NEW YORK HARBOR.

I hereby submit a brief summary of the work performed at the Ellis Island Immigrant Station during the fiscal year ended June 30, 1920, so far as I have ascertained the facts since assuming office in May last.

The number of aliens who arrived and the disposition made of them is shown by the following table. The figures are approximately correct, but some slight corrections may be found necessary upon rechecking.

APPLICATIONS (INCLUDING CHINESE).

Total number who applied for entry	328,269
Total number admitted	325,799
Total number debarred	1,722

Of the 1,722 debarred, 764 were stowaways, 324 were unable to read, 264 were persons likely to become public charges, 107 were certified for tuberculosis or loathsome or dangerous contagious diseases, 49 were suffering from mental defects, including insanity, 86 were physically defective, 41 were contract laborers, 28 were excluded under the passport and visé regulations, and the balance on miscellaneous statutory charges.

Appeals from excluding decisions were filed to the number of 2,160, and 41 aliens made application for hospital treatment; 498 aliens were admitted outright by the department on appeal, 40 were landed for hospital treatment, and 1,422 on bond.

On comparing the total with that for the preceding fiscal year (62,304), it will be observed that five times as many aliens arrived during the year just closed.

The increase has been marked each month since January last, and there is no indication that it has as yet reached the highest point. Upon assuming office it was found that the available force was quite inadequate to handle the situation properly, but this condition will be referred to in detail later.

SEAMEN.

One of the additional duties imposed upon the immigration authorities under the act of February 5, 1917, is the inspection of alien seamen arriving as members of crews. The following table gives concisely a few of the particulars concerning this part of our work:

Total number of vessels inspected	5,495
Total number of seamen inspected	361,066
Alien seamen's identification cards issued	64,639
Citizen seamen's identification cards issued	33,653

Alien seamen ordered to Ellis Island hospital, account of venereal disease	822
Alien seamen ordered to Ellis Island hospital for other causes, trachoma, etc	47
Alien seamen ordered or permitted to remain in ships' hospitals for treatment, account venereal disease, etc	15
Alien seamen ordered to outside hospitals for treatment, account venereal disease, etc	252
Total number of alien seamen ordered to hospitals	1,136

A conscientious effort has been made to examine all arriving alien seamen, but owing to the shortage of the force it not infrequently has happened that small vessels could not be boarded immediately upon arrival, and when our inspectors reached them it was ascertained that members of the crew had gone ashore. The crews of some of the larger passenger carriers exceed 1,000 in number, and here again—owing to the inadequate force and the failure of the steamship companies to detain these men aboard ship until inspected—it has frequently occurred that a number of them were not examined.

So far as securing accommodations for members of crews who may be found upon medical examination to be diseased, the situation has been considerably relieved by the ability of the Public Health Service to accept a large number of such seamen in the Ellis Island hospitals, which said service is now operating. However, they are a very troublesome class to keep in detention, particularly those suffering from venereal diseases, and, notwithstanding all reasonable precautions which the hospital authorities have taken, a number of these diseased seamen have succeeded in escaping.

Of the arriving seamen, 744 made formal application for admission to the United States. Of these, 11 were rejected and deported and 13 admitted on appeal after rejection by boards of special inquiry.

STOWAWAYS.

As will be shown by the following table, there arrived and were detected three times as many stowaways as during the preceding year:

Total arrivals		1,264
Pending July 1, 1919		17
Admitted:		
At port	267	
On appeal to department	35	
		302
Total debarred		764
Pending July 1, 1920		215
Chinese:		
Debarred		6
Admitted		5
Japanese:		
Debarred		7
Admitted		0

Aliens who arrive in this manner are usually of a very undesirable class, and extremely troublesome while in detention. Many come on small ships and the lines concerned have infrequent sailings, so that the detention is sometimes prolonged. There have been approximately 100 of these stowaways detained here at one time, and their obstreperous actions and numerous attempts to escape have added greatly to the usual difficulties. It is not intended to convey the impression that stowaways usually arrive on smaller vessels, since some of the larger passenger carriers have brought in from 8 to 15 on one trip. It seems that some of the companies concerned do not take adequate precautions to see to it that unauthorized persons are prevented from getting aboard their vessels abroad.

WARRANT PROCEEDINGS, IMPOSITION OF PENALTIES, FINES, ETC.

The year just closed has been a very busy one in the law division. Under "Court actions" is set forth in detail the activities during the past year, including writs of habeas corpus and suits instituted under various sections of the law.

COURT ACTIONS.

Fines for violation of various sections of the immigration act and penalties on forfeited bonds amounting to $2,828.21 were recovered during the fiscal year, as follows: Section 8, $20; section 10, $1,600; section 20, $1,000; sections 32 and 33, $183.21; compromise settlement on bond requiring reports as to location and occupation of alien, $25.

Nineteen court cases carried over from previous fiscal years are still unsettled, 7 cases pending from the fiscal year 1919 have been disposed of, and 44 new cases have been reported by this office to the United States attorney for appropriate action during the fiscal year just closed; 39 of these cases are now pending in the courts or the United States attorney's office, 2 have been discontinued, 2 defendants were sentenced to fines and imprisonment, and penalties on 2 bonds were recovered.

Writs of habeas corpus were sued out in behalf of 30 aliens who were the subject of deportation proceedings, and 9 who were excluded by boards of special inquiry; 14 of the writs were dismissed, 17 were sustained, 6 were withdrawn, and 2 are pending.

EXECUTIVE FINES.

Executive fines aggregating $89,000 were imposed. These fines are not credited to the appropriation for the conduct of the Immigration Service, and possibly it would not be advisable to have this occur; but certainly Congress should take some heed of this item in making appropriation.

One hundred and thirty-two steamship companies, agents, and consignees were penalized for infractions of sections 9, 14. 18 and 36 of the immigration law, fines having been assessed by the Department of Labor and certified to the collector of customs at this port amounting to $89,000, as follows: For bringing illiterate aliens, $41,800; for improper manifesting, $4,840; for failure to guard, detain, and deport excluded aliens, $4,800; for failure to furnish proper crew lists, $37,560.

WARRANT PROCEEDINGS.

There were 1,246 warrant cases pending at the beginning of the fiscal year, 694 of which are still pending. One hundred and seventy-four of the aliens concerned were deported, and warrants were canceled as to 378 others. During the fiscal year 1920 warrants were issued in 1,179 cases. Of these, 628 were canceled after the requisite hearings, 409 are still pending, and in 142 cases deportation occurred. Particular attention is called to the fact that in 214 of the pending cases the warrant of arrest has not been served by reason of the inadequate force.

The foregoing relates only to cases arising in this particular district, and has no bearing upon the many aliens brought here from other districts under warrants of deportation for return to the countries whence they came. It will be recalled that on December 21, 1919, 249 aliens, nearly all of whom were of the anarchistic class, were deported to Russia on S. S. *Buford*. Among them were the notorious Emma Goldman and Alexander Berkman. On January 3, 1920, and succeeding days approximately 700 aliens, presumably of the anarchistic class, were arrested and brought to Ellis Island. The task of according hearings, accepting bonds authorized by the department, and the many details incident to such transactions, was a tremendous one.

Many of the aliens who have become public charges or whose deportation has been ordered on other grounds must be sent at the expense of the Government. There have been no sailings to some countries, and to others sailings are infrequent; and to further complicate the situation, the passport requirements are now such as to compel the assignment of two capable men to this work alone. Even though they are now experienced and are energetic in obtaining required details and submitting the applications to the respective consulates, there are approximately 70 cases now pending in which up to the present time it has been impossible to meet the various requirements; and until these passport requirements are withdrawn or amended, deportation can not be accomplished.

PASSPORT OR FOREIGN PERMIT WORK.

Since about September, 1918, it has been the duty of the immigrant inspectors at this port to assist the State Department in the issuance of permits to

various classes to depart. These requirements have been amended in many respects during the past year and the work somewhat curtailed; but notwithstanding this latter fact, 15,339 such permits were issued through the division of this office handling this class of work at the barge office.

FINANCIAL.

It cost $408,326.64 for supplies and such minor repairs as it was feasible to make with the money available. The chief item of this expenditure was coal, and even at the increased prices much difficulty was experienced in securing the required quantity, and on several occasions the necessity of closing down the plant was just avoided, which would have meant the closing of the hospitals and the entire station. Another item is that of fresh water. With increasing immigration the bills for fresh water have grown greatly, and it is anticipated that the average will be about $3,000 per month hereafter. Owing to lack of funds many needed repairs to the buildings, including a restoration of impaired hot-water, steam, and fresh-water supply lines necessarily were not made; but unless these important matters receive attention there will be dire results.

Although not a part of the governmental expenditures, a great volume of business is handled in remittances for immigrants and the deposit by them of money and valuables for safe-keeping. During the fiscal year just ended there were 7,335 remittances, the value of which aggregated $695,138.02. The aliens for whom 1,415 remittances had been sent could not be located or properly identified, and these remittances were returned to the senders.

In 958 instances aliens deposited funds for safe-keeping during their temporary detention here. The value of these deposits aggregated $473,857.81. While it is undoubtedly to the aliens' interest to have this office receive these valuables, the feeling is expressed that the employees should not be burdened with and held accountable for such deposits, particularly as it involves a great deal of detail, and that the time of the clerks should be devoted to current business. Likewise as to the remittances, it is felt that it is not a legitimate part of the duties of this office to accept and distribute the same. If the steamship companies which bring these aliens to the United States saw to it that they were properly equipped with funds and transportation to destinations prior to their embarkation abroad, the service would be relieved of this great responsibility. There is some question as to whether aliens who come here so poorly provided as to burden the Government with this work of receiving funds for them should not be excluded and deported. Certainly there is a question as to the likelihood of their becoming a public charge at the time of their arrival.

There are many matters relating to personnel, repairs to buildings, and the welfare of the alien while detained here which have been taken up by correspondence and orally, and which it is not deemed necessary to dwell upon in this brief summary of the yearly transactions. It is highly essential that the situation here be impressed upon Congress in a most energetic manner, so that it may realize the necessities of the service and make such appropriations as will enable this office to conduct its very important business in a creditable manner.

The following report submitted by the Chief Medical Officer gives the details of the medical examination. It is unnecessary to comment upon the great importance of a thorough medical inspection of all arriving aliens, and the report of the Chief Medical Officer justifies careful consideration.

REPORT OF CHIEF MEDICAL OFFICER.

With the termination of actual hostilities November 11, 1918, and the gradual release of ships from military service during the succeeding six months a new epoch in immigration may be regarded as having begun. During the two years preceding June 30, 1920, the numbers of arriving aliens had declined to the lowest in a generation.

While there was a slight increase of passengers during the fiscal year 1919 as compared with 1918, the numbers being 55,191 for 1918 and 62,253 for 1919, no marked increase was observable until after the beginning of the fiscal year 1920. During this last-mentioned year the passengers and crews arrived at New York from foreign ports were as follows:

Aliens:	
Cabin	120,986
Steerage	212,741
Total	333,727
Citizens:	
Cabin	67,877
Steerage	17,643
Total	85,520
Grand total aliens and citizens	419,247
Crew (aliens)	361,068
Grand total aliens, citizens, and crew	780,315

SURVEILLANCE OF MEMBERS OF CREWS.

The examinations of members of crews were made aboard ship on arrival, with occasional examinations of individuals in the barge office. The numbers increased somewhat during the year. These may be expected to vary within narrow limits from year to year.

As previously reported, venereal diseases formed the bulk of all cases of seamen held under the immigration law. The practical result was their treatment until cured of these affections.

In consequence of the detention of those suffering from venereal diseases, it is understood some of the largest steamship companies have instituted regular systems of inspection to exclude such cases from among their crews.

In accordance with department policy, the expenses of care and treatment of alien seamen apprehended under the immigration laws have been referred to the Commissioner of Immigration for reimbursement, regardless of whether such seamen were from foreign or American ships.

EXAMINATION OF PASSENGERS.

The number of arriving passengers was over five times the number examined in either of the two preceding years; in fact, the annual immigration during these years is believed to be less than for 50 years, if not for a century. Until March 16, 1920, all examinations of passengers and crews were made aboard ship. On the date mentioned the medical inspection of steerage passengers was resumed at Ellis Island. With present facilities it is practicable to carefully examine the steerage passengers arriving, each one being seen by two medical officers.

The necessity of thorough work is fully recognized and the medical inspections are being developed accordingly. In order to do so, a number of officers eminent in the specialties have been assigned to devote part time to cases in their specialties. In addition, staff conferences have been devoted regularly to the medical problems arising.

As compared with social and economic questions related to immigration, there are medical and public health problems which require special consideration at this time. Thus it is a reasonable requirement that vermin-infected persons should not be dumped on our shores, particularly in view of the widespread prevalence of typhus fever in Europe. Furthermore, those generally infected with scabies should be required to undergo treatment before landing, otherwise there is danger of the spread of this infection.

Especially is it important to inquire carefully as to the freedom from tuberculosis, insanity, and mental defects. For this purpose it is necessary to hold for thorough secondary examination large numbers from certain sections.

In general, the physical types arriving have been equal to those of previous years, but it is believed they represent selections from among hosts who desire to come. Judged by physical conditions and habiliments, they give little evidence of adverse environment abroad.

EXAMINATION AND TREATMENT OF WARRANT CASES.

Under the immigration laws aliens previously landed are constantly being gathered up on warrants and brought to Ellis Island from different parts of the

United States. All of them must be examined to determine whether they may be safely detained in the main building or whether by reason of some physical or mental disability they should be kept in hospital.

During the past year the number of this class examined has been considerable. Many of them have had to be sent to hospital on account of insanity, or have found their way there later on account of developing some infectious disease, especially respiratory, while in detention.

It has been the practice for years for medical officers to visit the detention rooms at least three times daily to minister to those who may be sick. By this means also the spread of contagious disease is guarded against.

AN OUTBREAK OF INFLUENZA.

Notwithstanding these precautions an outbreak of influenza developed and rapidly spread in the detention rooms during December, 1919. While outbreaks of coryza and tonsilitis had been noted from time to time among those detained, no specially severe cases were recorded until the last week of December, when the number of admissions to hospital suddenly increased. Many of the cases were complicated by pneumonia and many additional cases were diagnosed pneumonia from the outset.

The total number of cases of influenza admitted to hospital during this outbreak were 1 each day during October and November, 15 during December, 52 during January, 10 during February, 11 during March, and 2 during April. The total number of cases of pneumonia during like periods were: Seven during December, 48 during January, 16 during February, 23 during March, and 13 during April. Not only were aliens in detention affected, but officers and employees as well. The outbreak preceded in point of time the recrudescence of the epidemic throughout the country. There was no evidence that the infection came from abroad. In fact, the bulk of the cases were among so-called radicals who had just previously been collected together from many parts of the country. Conditions analogous to those prevailing in the military camps during 1917 were approximated, when large numbers of young nonimmunes were assembled in crowded quarters. An outbreak of respiratory diseases was the inevitable result, the infection having in all probability been brought to the station by them.

DEVELOPMENT OF HOSPITAL FACILITIES.

On July 1, 1919, the hospitals were returned by the Army to the Immigration Service, and their administration was resumed by the Chief Medical Officer for the latter service.

In consequence of arrangements made between the Bureau of Immigration and the United States Public Health Service, the hospitals were turned over to the last-mentioned service September 1, 1919, to be operated as United States Public Health Service Hospital No. 43. It was the understanding that alien patients would at all times be given precedence so far as admissions were concerned, and that the remaining facilities of the hospital would be available for beneficiaries of the United States Public Health Service, including American seamen and persons discharged from the military and naval services.

NUMBER OF PATIENTS TREATED.

The total number of patients admitted to hospital were as follows:

Public Health Service beneficiaries	758
Aliens	5,297
Aliens in hospital July 1, 1919	23
Total treated	5,978

In addition to those admitted to hospital, 67 service beneficiaries were treated as out-patients. It was the practice also to render out-patient treatment in emergencies to officers and employees of the Government. The number of these treated during the year totaled 245.

As previously stated it is the practice for medical officers to make three daily rounds through the detention rooms. In consequence many aliens are given out-patient treatment. The number so treated during the year was 3,376.

LABORATORY ACTIVITIES.

With the great increase in the number of patients in hospital the laboratory work of the station has become very heavy.

During the past year there were examined 10,550 specimens. By reason of the diverse nature of the diseases encountered, coming as they do from all parts of the world, there is abundant opportunity for studies of exotic infections, especially from the tropics. There is particular need of intensive studies of mycotic infections, as they form an important group from immigration and public health standpoints.

The laboratory should have departments of bacteriology, pathology, and physiological chemistry fully developed.

As full use as possible has been made of the X-ray apparatus on hand. While this is complete, the current which is manufactured locally is not entirely suitable for its operation.

In consequence considerable periods elapsed when parts of the machine were out of commission.

RECONSTRUCTIVE WORK.

As a means of maintaining morale and hastening recoveries among patients two occupational therapy nurses were attached to the hospital. In addition a representative of the American Library Association was assigned regularly to distribute literature, and the social workers arranged for by the bureau through the Red Cross were on duty daily during the year. As an example of the scope and utility of this work it is interesting to note that 9,209 books were distributed in the hospital in 26 different languages during the year and periodicals in 4 additional languages. These agencies have been helpful in every way possible, and their aid is hereby acknowledged.

REPORT OF MEDICAL CERTIFICATES RELATING TO ALIEN PASSENGERS.

Class A.—(1) Including 35 insane, 18 feeble-minded, 6 idiocy, 3 constitutional psychopathic inferiority, 15 imbecility, and 28 certified for tuberculosis; total, 105. (2) Loathsome or dangerous contagious diseases, including 71 trachoma, 34 syphilis, 42 chancroid, 69 gonorrhea, 1 leprosy, 16 favus, 16 trichophytosis unguium, 2 trichophytosis tonsurans, and 15 trichophytosis barbæ; total, 266.

Class B.—Diseases or defects which affect ability to earn a living, 6,309.

Class C.—Diseases or defects of less degree, 869.

REPORT OF MEDICAL CERTIFICATES RELATING TO ALIEN SEAMEN.

Class A.—(1) Including 2 insane and 11 certified for tuberculosis; total, 13. (2) Loathsome or dangerous contagious diseases, including 13 trachoma, 92 syphilis, 190 chancroid, and 321 gonorrhea; total, 616.

Class B.—Diseases or defects which affect ability to earn a living, 30.

Class C.—Diseases or defects of less degree, 1.

SUMMARY OF HOSPITAL TRANSACTIONS.

Number of patients in hospital at the beginning of year		23
Number of patients admitted to hospital during year		[1] 5,297
Total treated:		
Men	3,009	
Women	1,026	
Male children	680	
Female children	605	
		5,320
Births:		
Male	2	
Female	4	
		6
Deaths:		
Men	38	
Women	31	
Male children	32	
Female children	27	
		128

[1] 758 beneficiaries not included in this statement.

Pay patients treated during year	4,619
Free patients treated during year	678
Number of days' treatment:	
Pay patients	65,626
Free patients	12,537
Total number of days' treatment for hospital cases	78,163
Maximum number of patients in hospital at any time during year	416
Daily average number of patients in hospital	214
Number of patients in hospital at end of year	355

Hospital.	From previous year.	Admitted.	Total treated.	Recovered.	Improved	Not improved.	Died.	Remaining.	Days' treatment.
Aliens	23	5,297	5,320	2,923	1,260	654	128	355	78,163
Beneficiaries	.....	758	758	213	379	56	5	105	25,009

CHINESE INSPECTOR IN CHARGE DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY.

APPLICATIONS.

Two hundred and thirty Chinese applied for admission at this port during the past year, only one of whom was rejected and deported. Practically all were members of the exempt classes, applying under the provisions of section 6 of the act of July 5, 1884, or as holders of return certificates previously granted by this office. This is more than three times the number of applicants during the previous year, which was 75. Despite this increase in work, all the cases were handled without delay or inconvenience to the applicants, many of whom were members of the official class, whose cases received special attention and courtesy.

In the last report attention was called to the fact that in a number of cases of applicants for admission at this port coming from Trinidad, British West Indies, it was believed that the section 6 certificates presented by them had been secured through fraud. An investigation subsequently conducted by direction of the State Department developed facts indicating that our suspicions were justified, although the American consul in Trinidad, who also acts as representative of the Chinese Government there, ascribed this condition to the fact that through congestion of important business in his office and lack of sufficient help it was impossible for him to spare the time necessary to visit the rural districts where most of these applicants resided for the purpose of conducting the investigations contemplated by this office. In commenting upon this statement this office replied that, notwithstanding these conditions, it was not considered proper that the consul should issue or visé any section 6 certificates unless he was thoroughly satisfied as to the status of the applicants. Nevertheless, the personal appearance and the circumstances in the cases of most of those holding such papers who have applied during this year does not indicate that any change has occurred in the situation, and, while in most instances this office is unable to controvert the statements made in the certificates, it is still satisfied that the law is not being complied with.

TRANSITS.

During the year 1,019 Chinese applied for and received the privilege of transit through the United States to other countries, and the departure of 2,106 to whom this privilege was granted at other ports was verified. Last year there were 504 of the former class and 253 of the latter.

DEPORTATIONS (EXPULSIONS).

Twelve Chinese were arrested on departmental warrants, which, with the 1 case pending from the previous year, made a total of 13 cases considered. Four of these Chinese were actually deported, 1 has been ordered deported but a stay of one year granted, and the other cases are pending, mainly for the reason that the arrests were only recently made.

Six of those arrested were taken into custody while attempting to smuggle into the United States during the time they were traveling from Montreal to

this city; 4 were seamen who had abandoned their calling; and the other 2, who claimed to be husband and wife, were taken into custody in a local hotel after having secured entry apparently through fraud. In each instance the alien was charged with having entered without inspection, and in the last two cases mentioned an additional charge was made that the woman had entered for an immoral purpose and that her companion had assisted her entry.

SEAMEN.

Under the present law and regulations Chinese seamen are included in the general term of "seamen" and are therefore entitled to the same rights and privileges as those of other nationalities, including shore leave and discharge if they intend to reship foreign. It is understood by this office that the last-mentioned privilege is granted in accordance with the terms of the seamen's act, in order that seamen may have an opportunity to secure the prevailing port wages.

During the year 370 vessels arrived at this port, having aboard 5,189 Chinese in crew, and in all these cases seamen's identification cards were issued or indorsed. Of this number, 1,637 deserted the vessels and 1,733 were discharged. The departure of 4,071 was verified, and 356 are employed on vessels now in port. The difference between the number of arrivals and departures (including those in port), which is 762, does not necessarily indicate that this number of seamen have abandoned their calling and are employed on shore, although this office is satisfied that many of them have done so. Seamen who arrive here on foreign vessels have in most instances signed on at wages lower than those prevailing at this port, and to some extent the number of desertions may be attributed to this cause, although in most cases it is believed that the Chinese who are bona fide seamen reship on other vessels. The vessels are boarded upon arrival by representatives of the Oriental Seamen's Union, recently organized in this city, who inform the seamen of the opportunities for securing better conditions which are afforded through the exercise of their rights and privileges under the seamen's act.

It is apparent, however, that these privileges are being abused through their employment as a means of gaining surreptitious entry by seamen who desire to remain here permanently, and also by those who are not bona fide seamen, but who obtain employment as such with this purpose in view. At present this situation can not be controlled. After these persons have entered the labor market they are almost impossible to locate or to identify as seamen, and when arrested claim American citizenship, which in most instances they succeed in establishing before the courts by perjured testimony.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Nine Chinese were arrested upon the charge of being unlawfully within the United States, which, with 10 cases pending from the previous year, made a total of 19 cases considered, of which 8 were discharged, 4 actually deported, 5 are awaiting deportation, and 2 are pending.

While undoubtedly there are a large number of illegally resident Chinese in this district, including seamen who have abandoned their calling, no attempt has been made to cope with the situation because of the inadequacy of the force and the large amount of other business and because experience has shown that efforts to effect deportation through the courts almost invariably meet with failure and simply provide a means for the defendants to legalize their residence and lay a basis for the subsequent admission of their wives and families.

The arrests made this year were practically all in cases where the Chinese were apprehended while attempting to smuggle into the country from Canada.

CRIMINAL CASES.

Six smugglers were apprehended in the act of conveying Chinese from Canada in automobiles, 5 of whom have been convicted of conspiracy and aiding and abetting the unlawful landing of Chinese persons, and sentenced, 1 to imprisonment, 2 to pay fines, and 2 to both fine and imprisonment; the remaining smuggler, who is now serving a term of imprisonment for theft of an automobile, has been indicted under the conspiracy charge and will be brought to trial when released from the State penitentiary.

Our officers along the border are nearly all located at railroad stations, and hence it is practically impossible for them to intercept smugglers entering the country from Canada over the many public highways. The only effective way of securing results along this line is by enlisting the assistance and cooperation of the police of the interior towns through which the smugglers will pass, and it was by following this plan that the arrests reported above were made.

PREINVESTIGATIONS.

Twenty-four applications for return certificates were considered in cases of Chinese—19 exempts and 5 natives—departing and returning through this port, all of which received favorable action.

Three hundred and fifty-eight preinvestigations were conducted by this office in the cases of Chinese—134 exempts, 194 natives, and 30 laborers—departing through other ports.

MISCELLANEOUS INVESTIGATIONS.

One hundred and thirty-one miscellaneous cases were referred to this office for investigation, covering Chinese applying for admission to the United States at other ports, and in addition thereto various investigations were made concerning the right of Chinese to be or remain in the United States, of which no records were made, the facts developed not necessitating further action.

FINANCIAL AFFAIRS.

The sum of $3,000 was allotted to this district, and at the present writing our accounts show an excess of expenditures over allotment amounting to $27.03.

PERSONNEL.

Although the foregoing shows that a much greater volume of business was handled by this office than during the previous year, no additions were made to the force, and the results obtained indicate the loyal and conscientious service rendered by the officers.

COMMISSIONER OF IMMIGRATION AT BOSTON, IN CHARGE OF DISTRICT NO. 2, COMPRISING THE NEW ENGLAND STATES.

The passenger business at the port of Boston very nearly disappeared during the last year of the World War by reason of the virtual annihilation of its passenger fleet. Most of the passenger lines now are building ships for the Boston service and a few companies already have resumed a limited passenger service at this port; but anything like normal conditions can not, of course, be restored until new shipping is available.

In spite of the existing and continued handicaps, however, immigration has shown a remarkable renascence during the year just closed. Thus alien arrivals at Boston increased from a total of 688 for the fiscal year 1919 to a total of 17,134 for the fiscal year 1920. At the subport of Providence the corresponding figures were 376 and 8,264, respectively. Immigration for the entire district totals 26,520, as compared with 1,857 for the previous year. The larger part of the passenger traffic came from Italy, Portugal, and the Azores Islands, which belong to Portugal. The less part came from Great Britain, India, South Africa, and Central America. A small number came also from Egypt and South America.

Other branches of the service have shown healthful activity, although efforts in certain directions continue to be restricted by lack of available men.

APPLICATIONS.

Of the 7 ports reporting arrivals in this district during the year 4 show a gain and 3 a loss in immigration totals. The net gain for the district, as compared with the previous year, is 24,663.

The total of applications for entry at all ports in the district was 26,520, the total admitted being 26,423, and the total debarred 96; 20,298 were admitted on primary inspection, and 6,125 were held for special inquiry, of whom 139 were refused admission, 62 of these having later been admitted by the department on appeal or for hospital treatment.

DEPORTATIONS.

The continued inability of this office in numerous cases to effect deportation by reason of conditions abroad has reacted on State officials in such manner as to discourage attempts on their part to cooperate with the Federal Government in the enforcement of the expulsion provisions of the immigration law.

With the funds of a special appropriation available, however, and the gradual return of normal conditions in Europe, we may expect a revival of interest on the part of State and municipal officials in efforts to relieve the burden of support of alien public charges.

Within the year 1,339 warrants of arrest were issued, of which 478 have been canceled, and 289 warrants of deportation were issued, 7 of which were later rescinded.

ANARCHISTIC CLASSES.

The campaign of the past winter against alien radicals has passed into history. The officers and employees in this district were overwhelmed with the tremendous amount of extra work involved in arresting, guarding, and hearing the large number of alleged Communists and other radicals taken into custody in Massachusetts, Connecticut, New Hampshire, and Rhode Island. It was necessary to employ additional stenographers, both in Connecticut and Massachusetts, as well as special guards at the temporary detention quarters in Hartford and at Deer Island, Boston Harbor. A number of deportations were made in December. Warrants of deportation are now outstanding and further action is in abeyance pending final decision by the courts.

One thousand and thirteen warrants of arrest were issued by the department for aliens of the anarchistic classes. The consideration of these cases resulted in the issuance of 133 warrants of deportation, and cancellation of proceedings in 430 cases. Two cases in which deportation was directed were later reconsidered by the department and release of the aliens directed.

At the port of Boston medical certificates were issued during the year in the cases of 445 seamen. Of this number 131 related to loathsome or dangerous contagious diseases.

STOWAWAYS.

Stowaways to the number of 78 were apprehended, none of whom were Chinese or Japanese; 14 of these were admitted, 2 by the department on appeal, and the remainder, 64, were debarred.

ESCAPES.

All but 4 of the 15 aliens who escaped during the year were in the custody of the steamship company. Four aliens have escaped from the new immigration station since April 16, the date on which we took possession. These escapes were due in part to defective grilles upon the windows, but largely because of an insufficient number of watchmen properly to guard the premises.

FINANCIAL AFFAIRS.

The amount allotted for this district was $55,000, while the disbursements totaled $59,328.24. The largest single item of expense this year, as last, is that for "Detention and maintenance of aliens," aggregating one-half of the total expenditures. Of this item special attention is invited to the cases of the aliens Gustav Obrieter and Carl Anderson, who, because of inability to effect deportation, have been a charge upon the Government for several years, as indicated by the following statement of annual expense to date:

	1917	1918	1919	1920	Total.
Gustav Obrieter	$10	$730	$730	$735	$2,205
Carl Anderson		6	730	735	1,471
Total	10	736	1,460	1,470	3,676

The fines imposed during the year because of violation of different sections of the immigration act approved February 5, 1917, total $5,770, as compared with a total of $2,025 for the preceding year.

CIVIL SUITS AND CRIMINAL CASES.

There were no civil or criminal proceedings instituted during the past year and no adjustment or settlement of pending cases was reported. One exception to this statement is noted, however, in the case of one Edwin Soares, who arrived June 25, 1918, by S. S. *Ulric Holm*. Proceedings were instituted through the United States attorney on November 4, 1918, for violation of section 10, and the case was settled February 6, 1920, by the defendant pleading guilty and paying a fine of $200.

HABEAS CORPUS.

During the past year there were 60 petitions for writs of habeas corpus in this district, 58 of which referred to the arrested Communists. Some 30 of the petitions in the Communist cases were either refused or withdrawn and the remainder were heard before Judge Anderson. The first petition of the Communist class was brought by one Peter Frank, who claimed to be an American citizen. At the hearing he testified that he was born in Ohio The court ruled that the burden of proof in this case was on the Government's representatives to furnish evidence showing that Frank was not a citizen. No proof being available the man was released from custody by this office and the petition was withdrawn.

The remainder of the petitions were grouped with those of William T. and Amy Colyer and heard by Judge Anderson in April. Inspector (Sec. 24) Mulkern of this office has summarized the court's findings as follows:

"The opinion of the court in these cases was handed down on June 23, 1920, and after a severe criticism of the Department of Labor, the Immigration Service, and the Department of Justice, involving the legality of the arrests, the securing of evidence, and the conduct of the hearings before the inspectors, the court summarized the findings as follows:

"(1) That there was no evidence that the Communist Party is an organization advocating the overthrow of the Government of the United States by force or violence. Hence all the petitioners ordered deported are to be discharged from the custody of the immigration officials.

"(2) That if the first conclusion be not sustained by the court above, and if the final holding be that duly proved or admitted Communists are obnoxious to the statute, then in the cases of William T. Colyer, Amy Colyer, Frank Mack, and Lew Bondar, the petitions should be dismissed, the writs discharged, and the petitioners remanded to the custody of the respondent for deportation, unless in the opinion of the court above further hearings be requisite to determine whether the 'undercover informants' of the Department of Justice were, in any material degree, influential in giving form and color to the documents of the Communist Party on which the Secretary of Labor based his conclusion against said aliens.

"(3) That assuming such final decision to be against duly proved or admitted Communists, then the records in the cases of all the aliens other than the Colyers, Mack, and Bondar ordered deported are, on all the evidence, found to be vitiated by lack of due process of law: these aliens are therefore entitled to be discharged from the respondent's custody, but without prejudice to the right of the Department of Labor on new proceedings hereafter to find said aliens Communists and on that ground to deport them.

"(4) That the cases of aliens admitted to bail pending final decision by the Department of Labor are, after final decision by the Secretary, to be disposed of by discharging aliens in whose cases warrants may be ordered canceled and remitting the other aliens to their right either to apply for a further hearing to determine whether they are to be classified with the Colyers, Mack, and Bondar, or with those aliens whose records are vitiated by lack of due process.

"At the conclusion of the hearing before Judge Anderson the court took custody of seven aliens who were held in custody at this station and in whose cases bail had been set by the department, in one case in the sum of $10,000 and in the others at $5,000. After taking custody of these aliens the court admitted each to bail in the sum of $500. No decision had been made by the department in these cases, the contention being that they were held in excessive

bail. Judge Anderson stated in his opinion referred to above that 'No such responsibility would have been taken by the court if there had been a scintilla of evidence that any alien thus set at liberty was committed in any way to acts of force or violence against person or property.'

"With reference to the petitions brought by the two aliens not included in the Communist class, one referred to the alien stowaway Jacobs, who has since been admitted by the department, and the other referred to the case of Maria Dheilly, French female stowaway, who claimed to have been married to the mate of the vessel on the high seas, and therefore claimed the right of admission as the wife of an American citizen. This alien was admitted to bail by the court, but no hearing as to the merits has been held and no final disposition made of the case by the court."

WHITE SLAVE MATTERS.

The matron who serves as special officer at this station endeavors to keep in touch with the local courts for the purpose of interviewing alien women and girls who appear to be possible cases for warrant procedure. She reports an increasing difficulty in securing the requisite information through interviews. It appears that the lawyers who specialize in such cases have become somewhat familiar with the procedure of this office and charge their clients to keep silence—to refrain from talking to anyone about themselves. Consequently, neither the probation officers nor representatives of the service are always able to obtain the necessary facts regarding the aliens' previous history. It is believed, also, that the number of delinquent women and girls is actually decreasing by reason of prohibition and improved industrial conditions. The report of the special officer for the year shows that 30 cases of female aliens were investigated during the year, 15 of whom were deported.

CONTRACT LABOR.

The contract-labor inspector (sec. 24), to whom are referred contract-labor cases arising in this district, reports investigations in 33 cases of alleged violation of the contract-labor provisions of the immigration law involving 66 persons. Of this number, 13 were arrested; 2 have been ordered deported; the cases of 11 are now pending.

Investigations have also been conducted in 9 cases of applications to import labor, skilled or unskilled, as well as so-called student laborers, the applications being made on the ground that like labor unemployed could not be found in this country. The largest order of this nature emanated from a syndicate lumber company, which requested permission to import 1,000 skilled lumbermen for work in the woods of northern New England. This and other applications indicate a scarcity of help in various industries.

WORK OF THE MEDICAL OFFICERS.

The medical officer in charge at the port of Boston invites attention to the increasing business of the port, as indicated by a comparison of figures for this year and last:

	1919.	1920.
Number of vessels boarded	623	691
Number of passengers	685	17,147
Number of seamen	27,605	32,297

The hospital problem—or the problem of finding hospital accommodations for defective aliens—continues to consume much time and energy. Eight hospitals have been utilized within the city limits. Great difficulty has been experienced at times because of the local demands for hospital space, but the hospital authorities have shown a friendly spirit and a practical degree of cooperation at all times. During the year 341 aliens were sent to hospital, of whom 3 died.

"Every quota of detained immigrants brings a certain amount of vermin and some provision should be made for delousing. There have been no epidemics, with the exception of the usual outbreaks during the winter of acute infections of the upper respiratory tract, which were promptly controlled. Sporadic cases of diphtheria, measles, and meningitis have occurred, but were detected early and suppressed."

SMUGGLING OPERATIONS.

Nothing unusual in this field has occurred during the year.

SOCIETIES FOR THE BENEFIT OF ALIENS.

There is neither occasion nor opportunity, speaking generally, for work among the immigrants at the immigration station. The inspection of arriving aliens is made at the different steamship docks and the immigrant aid societies are useful in looking to the welfare of the immigrants after they leave our hands. The detained immigrants are brought to the immigration station for safe-keeping. Relatives or friends, as well as agents of the societies, are allowed to visit the detention quarters under reasonable restrictions.

The Massachusetts State board of immigration, under a reorganization of the State administrative departments, has become the division of immigration and Americanization of the State department of education. Plans are in process providing for the establishment by this division at the steamship docks of a clearing house of aid and information, in and through which the activities of the various societies interested in immigrants will be centered.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

Last year's report referred to the industrial situation in this district and the complications in industrial fields arising from the presence of large bodies of unassimilated immigrants who become the dupes of agitators representing various brands of radical and anarchistic doctrine. An account of the campaign against alien radicals will be found in another chapter of this report. Southern New England continues to receive a large proportion of the arrivals of Portuguese, Portuguese Africans, and Italians, with a considerable number of Poles, Russians, Lithuanians, and English-speaking immigrants. The concentration of large numbers of non-English-speaking aliens in certain manufacturing districts has produced conditions more or less responsible for the existing industrial unrest.

INVESTIGATIONS.

The subject of investigations continues to absorb a large part of the attention of this office in spite of the fact that the possibilities in this field of effort have never been developed beyond the primary stage.

Following is a statement of investigations recorded during the year. These figures relate to requests for investigations received from other offices and do not include numerous cases of a local nature, nor are investigations in warrant cases included:

Applicants for admission	379
Contract labor	39
Miscellaneous	187
Total	605

Requests for verifications of landing continue to increase in number. During the year at Boston 21,406 requests have been received; 341 at Portland, 150 at Providence, and 25 at New Bedford. Over 80 per cent of these requests related to naturalization. In numerous cases immediate attention was demanded, for the reason that the declarations were about to expire. The increase in the number of requests may be accounted for by reference to discharged soldiers availing themselves of the exemption granted for naturalization and by reference, also, to the approaching election of a President of the United States.

STATION AND EQUIPMENT.

Last year's report referred to the contractor's expectation of having the new immigration station on Marginal Street, East Boston, ready for occupancy in October, 1919. As a matter of fact, the new station was not occupied until the middle of April, 1920.

The new station represents a distinct compromise. The original plans called for three stories, but delay in carrying these plans into execution steadily diminished the working value of the appropriation so that it became necessary

at last to accept a one-story building which is 150 feet in length, one-half of which is on piles, with the tide flowing beneath. No inspection quarters or hospital accommodations are provided. Officers still continue, as heretofore, to inspect arriving passengers at the various steamship docks, which are scattered about the harbor in widely separated districts. Diseased or defective aliens will, as heretofore, be distributed among local hospitals in Boston and suburbs.

The premises had been occupied less than a week when the officials began to realize the incompleteness of the structure and the lack of various indispensable appliances and accessories. In an official communication addressed the bureau we set forth in 11 counts a rough statement of the changes requisite for the proper equipment of the station. Some of these changes have been made and others are still in process.

The contrast, however, between our old quarters—occupying the second floor of a wooden building hopelessly infested with vermin—and the new fireproof station built of brick and cement is noteworthy. The new quarters are well lighted and ventilated and thoroughly sanitary. For so much, everyone is indeed thankful. It may be added that the new station is so constructed as to permit the addition of one or two stories to conform with the original plans at such time as an appropriation may be available.

PERSONNEL.

There is probably no advantage in recounting conditions in this district, which are doubtless similar to those in other districts, as regards the struggle for survival on the part of men and women working for Government salaries. In this continuous battle with the high cost of living employees are under the absolute necessity in many cases of eking out their livelihood by outside work. Among the cases recalled at random of such extra labor may be mentioned several engaged in teaching night school, shorthand reporting, insurance soliciting, clerking in provision store, athletic coach, packing and shipping, and poultry raising.

The need of such exertion is clearly the low salary scale that still persists in Government employment. Thus, the average basic salary of the clerical force in this district, including stenographers and accountants, is $1,270 per annum; for watchmen, $960; firemen, $930; laborers, $840; matrons, $830. In spite of the fact that the laborers are greatly underpaid as compared with those in private employ, it will be noted that they are receiving more than the matrons. It must be admitted, however, that the latter class of employees, occupying positions of responsibility, serving as deporting officers and in many ways performing duties akin to those of a trained nurse, are entitled to compensation in excess of that paid unskilled laborers. Perhaps this and other discrepancies will be cleared up in the reclassification of the civil service to be considered during the next session of Congress.

The average basic pay of all regular employees in this district, including the commissioner of immigration, inspectors, and all lower grades, is $1,373. It is interesting to compare these figures with the minimum amount required for the support of a family of five persons, which, as stated by the Bureau of Labor Statistics of the Department of Labor, is somewhat in excess of $2,200 per annum.

The service in this district continues to be undermanned. It is physically impossible with the existing staff to give full force and effect to the immigration laws. While the service is perhaps maintaining the general standard of recent years, it is still unable satisfactorily to cover such fields as inspection of seamen, control of deep-sea fishermen, and general investigations. There continues to be a dearth of stenographers, and the routine work of the office is in arrears.

The writer is constrained to refer again to the unjust burden imposed upon the officers of this service who are restricted to a per diem allowance of $4 for subsistence. It is an impossibility for a man who attempts to maintain an American standard of living to exist on that amount while traveling away from official station. Our officers and matrons are subjected to unnecessary hardship and humiliation by this unreasonable restriction which is entirely incompatible with the dignity of a Government official.

As an illustration of the high degree of efficiency, which is not uncommon among the employees in this district, it may be of interest to cite the case of one of our boarding officers, who, according to records on file, boarded a Japanese freight steamship at 4.15 p. m. some months ago and inspected the crew

of 58 men. It was necessary to check the crew list; to write 58 seamen's cards in duplicate, making a total of 116 cards; to affix 116 photographs; to make notations on each card indicative of port, date, class, and name, or a total of 580 entries, and to take 58 thumb prints. The entire job was performed by one man and completed at 6.22 p. m., permitting the ship to leave that night for New York.

GENERAL COMMENT.

Among the immigration problems of this district is one for which no solution in law has yet been discovered. Reference is made to certain features of the passenger traffic conducted by sailing vessels plying between ports of this district and the Cape Verde Islands. The business of these vessels is, of course, limited by climatic conditions to the warmer months of the year. It begins usually in April or May and ends in October. The passengers consist of so-called Portuguese Africans; that is, persons of African race speaking the Portuguese tongue or a dialect based on that language, natives of the Cape Verde Islands, which belong to the Portuguese Republic. The average capacity of these vessels is 50 passengers, but that number is often swollen by the addition of ostensible members of the crew whose names appear on the crew list instead of the passenger manifest. The traveling accommodations are of a rather primitive character, corresponding with the primitive race of people which is carried back and forth between the islands and the ports of southern New England.

It is the invariable custom to exact from the master, agent, or consignee of an arriving vessel a deposit sufficient to cover the anticipated immigration expenses, including head tax, fines, and maintenance of detained aliens. After the passengers are finally disposed of, the balance, if any, is returned to the depositor. But no provision is made for the expense of possible expulsion under warrant proceedings of aliens who, after landing, may be arrested and ordered deported. The ownership of these sailing vessels is subject to frequent change; the so-called agents may be, in fact, merely consignees, whose responsibility ceases with the disposal of the ship's cargo; and there is slight chance of determining responsibility for the deportation of an alien after the departure of the vessel by which he arrived. The result is that deportation must be effected at the expense of the Government. The Government thus becomes a victim of circumstances which so far we have been unable to control.

A typical case is presented by the schooner *America*, which arrived at Boston in July, 1919. A deposit of $600 was secured to cover anticipated expenses. Of this amount there was expended for—

Head tax	$240.00
Maintenance of detained aliens	81.20
Travel expense	1.92
Balance to be returned to depositor	276.88
	600.00

Within a year, however, this office was notified by the Massachusetts State authorities that one Candidade St. Maurice, aged 36, who arrived with her daughter, aged 10, by schooner *America*, had become a public charge at the State infirmary. Warrant of deportation has since been issued for both mother and daughter, but no one responsible in any manner for the schooner can be located, so that deportation to the Cape Verde Islands evidently will have to be made at the expense of the Government.

The writer feels constrained respectfully to protest against the continuance of the practice of filing appeals through the bureau instead of through this office. While this office is supposed to pass on the merits of, and to make recommendation in, every case of appeal from the excluding decision of the board of special inquiry, it occasionally happens that the bureau telegraphs for a copy of the board record to be used in handling a petition on appeal filed at Washington. It is believed that the petition in such cases should be transmitted to this office for the usual procedure.

Another reason in favor of this position is the apparent lack of appreciation or gratitude on the part of those who thus seek to evade the usual channels of administrative action. An Italian alien, for example, was ordered deported and was taken to New York for deportation. At the request of a United States Senator, however, deportation was stayed and the alien was removed from the vessel just before sailing. No further action was asked or taken, and after a considerable period of detention at Ellis Island the alien was actually deported.

One would have supposed that the interested parties might be willing at least to pay the cost of the alien's detention at Ellis Island. The entire charge, on the contrary, was eventually paid by the Government.

FOREIGN PERMITS.

There were 1,330 permits issued through the Boston office on applications filed for permission to depart from the United States. The applicants included Germans, Turks, Austrians, and subjects of the former Russian Empire. The majority were natives of Turkey and Russia—the latter principally Lithuanians.

ENFORCEMENT OF CHINESE EXCLUSION ACT.

ADMISSIONS.

At the close of the preceding fiscal year two cases were pending—one, the wife of a merchant who had been admitted on parole by the department, and who has since been admitted outright by the department; the other, the son of a citizen whose appeal had been dismissed but reopened by the department, and pending before inspectors at the end of the last fiscal year, who was since ordered deported by inspectors, appeal dismissed again by the department, and actually deported.

One hundred and sixty-two Chinese have applied for admission during this fiscal year, viz:

Class.	Number applying.	Admitted by inspector.	Rejected by inspector.	Admitted by department.	Application dismissed by department.	Deported.	Pending.
Raw natives	1	.....	1	1	.....	.....	.....
Returning citizens	14	14	.....	.....	.....	.....	.....
Sons of citizens	109	92	12	11	1	[1]	6
Daughters of citizens	5	5	.....	.....	.....	.....	.....
Wives of citizens	16	14	1	1	.....	.....	1
Returning laborers	2	2	.....	.....	.....	.....	.....
Returning merchants	1	1	.....	.....	.....	.....	.....
Wives of merchants	3	3	.....	.....	.....	.....	.....
Sons of merchants	7	7	.....	.....	.....	.....	.....
Daughters of merchants	2	2	.....	.....	.....	.....	.....
Exempt class merchant	1	1	.....	.....	.....	.....	.....
Exempt class student	1	1	.....	.....	.....	.....	.....
Total	162	142	11	13	1	.....	7

[1] Pending habeas corpus proceedings.

WARRANTS.

At the close of the last fiscal year seven cases were pending search for the aliens involved, one having been pending from the year before. During the present fiscal year warrants in three of these cases have been canceled by the department before service. The remaining four are still pending search for the aliens involved, three of them being deserting seamen covered by one warrant.

Two warrants of arrest have been issued and served during this fiscal year. One, the case of a prostitute, is still pending the completion of hearing before inspector; the other, covering an alien alleged to have secured admission by means of false testimony, was ordered deported by the Secretary, but the case is now pending hearing on habeas corpus petition in the United States Court at Boston.

HABEAS CORPUS.

Two petitions for writs have been filed this year—one in the case of an alleged son of citizen ordered deported on appeal, and the other of a man about to be deported on Secretary's warrant; both cases are still pending in the United States District Court of Massachusetts.

ARREST CASES BEFORE THE COURTS.

At the close of the preceding fiscal year there were pending one case before United States commissioner, one before the United States district court, and one before the United States circuit court of appeals. The one pending before the commissioner has since been discharged on the ground of birth in this country; the other two are still pending, as they have been for some years past, despite all efforts to have them disposed of.

One arrest for unlawful residence was made during the year, and the defendant was discharged by the United States commissioner on the ground of birth in the United States.

RETURN CERTIFICATES.

Three hundred and sixty applications for return certificates have been filed during the present fiscal year, and 32 cases were pending at close of previous fiscal year, a total of 392, minus 13 cases withdrawn, leaving a net total of 379, viz:

Class.	Number appeals filed.	Primary disposition by officers in charge.		Disposition on appeal.		Number granted.	Number finally refused.	Pending.
		Granted.	Refused.	Sustained.	Dismissed.			
Native born	280	.....	.....	214	15	214	15	51
Exempt classes	61	46	9	8	2	54	1	6
Laborers	38	33	2	1	1	34	1	3
Total	379	79	11	223	18	302	17	60

Approximately 100 cases have been investigated in addition to the foregoing during the fiscal year, including cases for other districts and surveillance cases.

One criminal prosecution involving four defendants indicted on the charge of smuggling Chinese has been handled during this fiscal year. Two of the defendants pleaded guilty, one having been sentenced to one month's imprisonment and $1,000 fine and the other to three months' imprisonment and $500 fine and confiscation of his boat in which he smuggled the Chinese. A third of the defendants, who has confessed, will not be sentenced until he is discharged from prison on another charge next December, and the fourth has not yet been apprehended.

COMMISSIONER OF IMMIGRATION, PHILADELPHIA, IN CHARGE OF DISTRICT NO. 4, COMPRISING EASTERN PENNSYLVANIA AND DELAWARE.

APPLICATIONS.

The total number applying for entry was 6,991, 6,814 being admitted and 169 debarred. None of these were Chinese or Japanese. There were 7,881 and 2,830 alien and United States citizen departures, respectively.

DEPORTATIONS (EXPULSIONS).

The cases of 473 aliens believed to be unlawfully in the United States were investigated, resulting in the issuance of warrants of deportation with respect to 99 aliens, 49 of whom were deported, 10 being anarchists; and action on the balance deferred for various causes. Thirteen of the aliens so ordered deported were found to have been likely to become public charges at time of entry, while 8 had become public charges from causes existing prior to entry. In addition, the cases of 14 Chinese persons were investigated, 9 warrants of arrest being served as a result. But one deportation was ordered and 10 warrants canceled, 5 of which were pending from the previous year. Four Japanese cases were investigated, but one warrant having been issued and deportation ordered.

SEAMEN.

Vessels to the number of 1,224, American and foreign, were boarded, 47,452 seamen having arrived as personnel. It is always understood that such statistics record two or more arrivals of the same man. Applications for permanent admission into the United States were received from 159 seamen, 1 of whom was rejected. There were 1,068 desertions and 453 were removed to hospital. Identification cards to the number of 14,300 were issued.

There were 120 desertions of Chinese and 19 of Japanese.

Prosecutions in one case under section 32 and five cases under section 33 have been directed, and while two prosecutions under section 33 (for discharging members of crew prior to inspection under immigration law) have been instituted, they have not been finally disposed of; the other prosecutions will be instituted as soon as the vessels involved return to this port.

As stated in our reports for the two previous fiscal years, the privileges afforded and status accorded alien seamen under the present immigration law constitutes one of the principal causes against the effectiveness of the law. Large numbers of aliens otherwise inadmissible, at whose exclusion the law aimed, such as Chinese coolies, Japanese laborers, Hindus, and diseased seamen, gain admission ostensibly for the purpose of reshipping or for hospital or medical treatment and remain in the country and engage in occupations ashore. In this district a number of Chinese and Hindus, particularly seamen, employed on shore have been apprehended, and it is felt that if conditions permitted a systematic search many more might be found.

From one viewpoint the removal of diseased seamen from ships, principally alien seamen from vessels of foreign registry, works to the disadvantage of conditions in this country, especially at this port, where there is no marine or Public Health Service hospital and no other hospital operated by the Government. Such aliens are of necessity placed in public institutions, where there is no restraint upon them and from which they frequently abscond; the institutions are universally crowded and the authorities thereof loath to receive such aliens. By far the greater majority of such cases are venereal diseases, and as they do not require a bed, they are afforded only outdoor treatment and are thus at liberty to disseminate the germs of the diseases they have. However, this accentuates the necessity of a hospital at this station, which subject is treated in another paragraph hereof.

STOWAWAYS.

Two hundred and twenty-one stowaways arrived on vessels, of whom 45 were admitted and 143 deported. The cases of 17 are pending, while the remaining 16 escaped. There were no Chinese or Japanese stowaways.

There has been a considerable increase in the number of alien stowaways arriving here. The majority of these stowaways arrive on so-called tramp vessels; that is, vessels not belonging to any regular line and running between fixed ports. Many of the stowaways are found to belong to the excluded classes, and the requirement that they be returned to the country whence they came frequently causes lengthy detention in their cases until their return can be arranged on vessels destined to the proper points.

ESCAPES OF ALIENS FROM VESSELS AND STATION (EXCLUSIVE OF SEAMEN).

There were 19 escapes of aliens in general, and one of a Japanese. No Chinese alien escape was made.

There being no Government hospital at this port, aliens in need of hospital treatment must be removed to public institutions, where in the usual course of events there is little check upon them. There were four escapes from the Philadelphia General Hospital.

There were two escapes from this station during the year, and while this is regretted, it is felt that it was extremely fortunate that the number was not greater. A great many aliens have been detained here, many of them dangerous stowaways and convicts, always on the alert to make their escape. A number of attempts have been made to escape from the detention house by sawing away bars, metal window frames, etc., with saws fashioned out of knives, and the fact that most of the attempts were foiled testifies to the alertness of this force. However, our watch force is much too small to meet the situation with justice to all concerned; this subject is referred to in another paragraph herein.

The one Japanese alien who escaped was a deportee placed on a vessel at New York; the vessel touched at this port en route foreign, and the alien escaped from the ship.

FINANCIAL AFFAIRS.

Head tax amounting to $23,536 was collected. Administrative fines assessed under various sections of the immigration law aggregated $3,810. The sum of $700 was collected as a result of cases in the courts. The allotment for this district was $15,000, and disbursements were $13,600.22.

While no fines were assessed at this port in criminal prosecutions, a case arose in which the sum of $200 was recovered at Baltimore for violation of section 10, permitting escape of stowaway. The case in question was the S. S. *Clemence C. Morse*, in which notice was served on the master to produce a stowaway named Benefacio Lopez at this station for examination. The alien was not presented and it was not until the ship sailed that the escape of the stowaway was discovered. The ship sailed to Baltimore and the commissioner there was immediately advised. He instituted court proceedings, as a result of which the master of the ship was fined $200 and costs. The commissioner at Baltimore will probably make return of this case in his report.

A considerable increase is noted in the number of fines assessed for failure to furnish proper crew lists (sec. 36). We are endeavoring to acquaint the shipping interests with all the requirements of the law, particularly in this connection, to which end a detailed letter of instructions has been prepared and sent to every shipping firm at this port and arrangements made to have the master of each vessel furnished, through the pilots' association, with a copy of the letter and all necessary blank forms on arrival at the Delaware Breakwater where the harbor pilot is taken aboard.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Twelve cases were pending from the previous year and 4 new cases were instituted. Of these, 2 aliens involved were discharged by the United States commissioners and 2 died. One case is pending before a United States commissioner and 11 on decision and appeal.

CIVIL SUITS.

One new case and one remaining from the previous year were disposed of, the former covering suit under a school bond, which was compromised on a settlement of $200 in favor of the Government, and the latter on a bond conditioning delivery of the alien in question for deportation. This stipulation not having been lived up to, the $500 penalty was recovered from the bondsmen.

Civil suits were instituted in the cases of two Chinese, both of which were withdrawn in consequence of their reshipping.

CRIMINAL CASES.

Three new cases have been instituted, all of which are pending. Two of the three cases referred to consist of prosecutions under section 33 for discharging alien members of crew prior to their inspection under the immigration law. The third case consists of the prosecution of a number of persons, under section 10, engaged in a conspiracy to smuggle two stowaways into the United States. The stowaways arrived at this port on the S. S. *Warszawa*, of the Polish-American Line. True bills have been found against two minor officials of the Polish-American Line and another civilian, but they have not yet been brought to trial. The case is discussed in detail under caption "Smuggling operations."

WRITS OF HABEAS CORPUS.

Writs of habeas corpus in three cases were sued out and disposed of as follows: One dismissed and two granted. No cases are pending.

WORK OF THE MEDICAL OFFICERS.

At the present time there are assigned to duty in connection with the inspection of arriving aliens (passengers and seamen) one surgeon and two acting assistant surgeons of the United States Public Health Service, and because

of the great number of arriving vessels, the crews of which must be examined (there were 47,452 seamen examined during the year), said vessels docking along a river front of about 50 miles, because of the arrival of passenger vessels, and the necessity of these officers being in attendance at the detention house here to treat the sick among the detained, they are busily occupied, and it is deemed proper to testify at this time to their effective and courteous cooperation.

SMUGGLING OPERATIONS.

But one smuggling operation is reported, as follows: The American S. S. *Warszawa*, of the Polish-American Line, arrived at this port May 15, 1920, with two alien stowaways, who escaped from the ship prior to being inspected. They have not been apprehended. Investigation showed the existence of a conspiracy to smuggle these aliens into the United States, and, after proper presentation, three persons were indicted for violation of section 10, namely, Anthony Robliski, a civilian; Michael Pianowski, an agent of the Polish-American Line; and Bronislaw Domke, the Philadelphia agent of the said line. They have not yet been brought to trial.

CHINESE PREINVESTIGATION MATTERS.

Twenty-nine preinvestigations were applied for, subdivided as follows: Students, 2; merchants, 9; laborers, 6; alleged natives, 11; and wife of merchant, 1.

Return certificates were granted originally by this office in 26 cases, 3 having been denied.

INVESTIGATIONS.

There were 65 investigations of applicants for entry in addition to 384 warrant investigations, 340 in naturalization matters, and 174 for other causes.

Besides the 29 preinvestigations for Chinese persons referred to above, 70 investigations for the same class of aliens are recorded.

The investigations covering "naturalization matters" consist of nunc pro tunc inspections for naturalization purposes. Our statistics show 5,077 searches made at the request of the Naturalization Bureau for records of arrivals, as well as 67 searches of arrivals for other purposes. The matter of searches for records of arrivals for naturalization purposes has become quite laborious; we averaged about 17 requests per working day from this source alone, and this number does not include second, third, and oftentimes more requests covering the same individual, principally in cases wherein record of arrival can not be found owing to faulty information, etc. The information furnished in these cases is frequently of the most meager kind, requiring hours of search, oftentimes fruitless in the end.

RULE 17–A.

While no aliens were released at this port during the year under the terms of rule 17–A, there were 11 cases pending from the previous year. Three aliens violated their parole and are still at large. Two aliens were deported during the year; at the time of their deportation they had on deposit, in the United States postal savings bank, representing 25 per cent of their wages while on parole, $225 and $186.25, respectively. Of course, arrangements were made for the return to them prior to deportation of the amounts on deposit to their credit.

During the year the warrants of deportation in 5 other cases were canceled; the money they had on deposit was returned to them; they had on deposit at the time of their release the following amounts, respectively, $420, $138.50, $427.87, $219.20, and $105.47. One alien is still on parole and making returns to this office; she has on deposit $135.66.

PASSPORT-PERMIT WORK.

Applications to the number of 1,271 were received, 1,132 of which were granted, 120 refused, and 19 pending, involving principally Germans, Hungarians, and Ukrainians.

ANARCHISTS AND MEMBERS OF RADICAL CLASSES.

Under this caption will be considered cases arising under the act of February 5, 1917, and the act of October 16, 1918. The members of three particu-

lar organizations were subjected to special investigation during the year—first, the Union of Russian Workers, the members of which will be called Russian Workers; second, the Communist Party of America and the Communist Labor Party, the members of which, jointly, will be called Communists; and, third, anarchists and other radicals.

Out of 14 warrants of arrest issued for the class first mentioned, service was attained in 11 cases. Ten warrants of deportation issued, in all but one of which expulsion was effected. The aliens in three instances have not been apprehended and one case is pending before the bureau.

Warrants of arrest numbering 226 were issued in Communist cases, 166 of which were served. Of this latter number, 131 were canceled and 28 warrants of deportation issued; 27 of the aliens involved are awaiting deportation and the remaining one was discharged by the court on a writ of habeas corpus.

Under the third class in question, 13 warrants of arrest issued, including those pending from the previous year, 12 having been served. Out of this number, 11 were canceled and 3 warrants of deportation issued, only 1 alien concerned having been deported.

The work in connection with the handling of these cases, especially the Communist cases, was most voluminous and trying. Several hundred aliens were taken into custody early in January last, and the task of applying for warrants, arranging for their detention and for the preparation of bonds and their release thereunder, according them hearings under the warrants, preparing the records, and handling the correspondence and other details in connection therewith was a severe ordeal for our force, which is insufficient under ordinary conditions. However, the matter was handled as expeditiously and thoroughly as possible under the circumstances, and in this connection it is only proper to testify to the efficient cooperation of the local office of the Department of Justice. In the handling of the Communist cases we were further handicapped by the fact that one attorney represented about 80 or more aliens. To facilitate disposition of the cases it was necessary to assign several inspectors to grant hearings, and as the attorney in question could be present at but one hearing at a time and refused to secure assistance it was decided to proceed with the hearings in his absence, it being felt by all concerned that the attorney was endeavoring to delay the proceedings. The attorney later decided to secure several assistants, but his monopoly of the cases resulted later in the discharge of one of the aliens on writ of habeas corpus and necessitated rehearings in a number of cases. At the time of the hearing on the writ of habeas corpus in the case in question the court criticized the action of the attorney in monopolizing the cases and stated the Government should be in position to appoint other counsel to properly represent the alien under such conditions; however, the alien was released because the hearing was held in the absence of his counsel.

STATION AND EQUIPMENT.

Attention is called to the necessity of repairs to the pier at this station, due to faulty construction. The repairs necessary are estimated at this time at about $50,000, and the cost will increase progressively as the work is delayed in view of the fact that the pier is constantly disintegrating.

Alterations and repairs to the detention building here, especially the plumbing and sanitary equipment, are urgently required; it is estimated the work will cost about $50,000 at this time. Recently that amount has become available by transfer from the construction appropriation. It is hoped that the preliminary arrangements will be concluded promptly so that the work may be begun at an early date. Increased immigration and large numbers of detained aliens make it important that the detention house be placed in proper condition as soon as possible.

A laundry and disinfecting building with equipment is also urgently required. The disinfector is already here but has not been put in complete operation owing to the lack of a suitable building. It has been estimated that such a building would cost $22,000, and while the building was heretofore designed and bids secured for the erection of same, the work was postponed on account of lack of funds.

Our water-supply system is in need of repairs and extension; filtration and further aeration is desired; the steam pipe should be extended to the water tank to prevent freezing; the fire line system should be extended, etc. It is estimated this will cost at least $11,000.

The administration building, fences, etc., require painting. This it is estimated will cost about $2,000.

Repairs, which it is estimated will cost about $1,000, are necessary to engines, boilers, heating system, plumbing system, etc.

Originally, when this station was laid out, it was planned to build a hospital to the south of the administration building, same to be similar to the detention building placed on the north. This plan has not been followed out, although we daily see the need of such a hospital. There is no Public Health Service hospital or Government hospital of any kind at this port. Under the law, diseased seamen must be removed from vessels and placed in hospitals. The hospitals in this vicinity are overcrowded, and moreover the authorities are loath to receive Government cases, particularly diseased seamen, which are usually venereal cases. As a result many of the seamen secure outdoor treatment and wander about the city, free to spread the diseases with which they are afflicted. Other cases sent to the hospital, aliens coming here in violation of law and excluded, escape at will, there being no means of restraining them. Moreover, it is felt that such a hospital would be self-supporting, the expense of treating the aliens and their maintenance being chargeable to the various steamship companies responsible. The writer deems it his duty to bring to the attention of the bureau this crying need and imperative necessity, and trusts that it will receive consideration at the earliest possible moment.

PERSONNEL.

Early in the fiscal year this force was greatly reduced by furloughs and transfers. In order to meet the financial situation, the officials have carried on the work to the best of their ability with the available force. Of necessity many things have been left undone or not done as exhaustively or thoroughly undertaken as would have been the case if a sufficient force were available. This is particularly true of the watchmen force. With men, women, and children detained, including violent and desperate stowaways and other aliens, arrested under warrants, some of them criminals, and with but five available watchmen and the other departments so depleted as to be unable to be drawn upon, it becomes impossible properly to protect the property and the lives of the detained, to prevent escapes, make deportations, verify departures (deportations), serve notices, etc. Shipping has increased enormously, as high as 150 and more vessels being in port at one time scattered along over 50 miles of river front, immigration has increased and is still increasing, and it is obvious that in order to attempt to enforce the existing laws and take care of the many phases of work arising at this station and in this district additional officers and employees must be provided.

It is a pleasure and only fitting to testify to the efficient and untiring cooperation of the officers and employees at this station and to express the hope that they will be rewarded in the near future with such recognition in the way of increased salaries as may be commensurate with their duties and work, and more favorably compare with salaries paid for like services in other fields.

COMMISSIONER OF IMMIGRATION, BALTIMORE, MD., IN CHARGE OF DISTRICT NO. 5, COMPRISING MARYLAND AND THE DISTRICT OF COLUMBIA.

APPLICATIONS.

Aliens to the number of 397 were admitted during the year, these including passengers on arriving vessels, seamen under rule 10, a few stowaways and workaways, and one alien admitted on payment of head tax when a warrant of arrest was canceled. The passenger arrivals are mostly on fruit vessels from the West Indies, but an occasional passenger vessel has arrived, diverted from other ports for various reasons. It is, of course, hoped by local interests that immigration through this port in numbers prevailing before the war will again be seen, but there is nothing definite as yet toward the realization of this hope, although several of the large trans-Atlantic lines which have recently established freight schedules to and from this port are reliably reported to be considering the feasibility and desirability of diverting a share of the European immigration movement to this district.

DEPORTATIONS (EXPULSIONS).

Out of 151 warrants of arrest received for execution in the district 81 were served. The remainder of the aliens thus involved either could not be apprehended or their warrants were sent to other districts for service. Forty-two warrants of deportation were issued, 1 being canceled later, and 24 removals under warrants were actually made. The disparity between the number of warrants issued and served arises from the fact that at the instance of the Department of Justice, on the furnishing of prima facie proof, numerous warrants were issued for aliens charged with membership in proscribed organizations who apparently had fled from this State before arrest was possible.

With regard to institutional cases, it is presumed that the authorities may still not be prompt in reporting alien public charges, due to their recognizing the difficulty experienced by the service in effecting deportations during the war.

One Chinese was arrested under departmental warrant, and one Japanese, for whom a warrant was issued, has not been located.

SEAMEN.

American and foreign vessels numbering 1,318 were boarded and given immigration inspection. This is an increase of considerably more than one-third over the preceding year, and this augmented boarding work has been carried on with no additional detail of officers. The foreign commerce of Baltimore is increasing appreciably from month to month, the arrivals for the last month of the fiscal year being the largest of the 12-month period, immigration duties increasing correspondingly.

The vessels boarded carried 51,229 alien seamen, being an increase of nearly 18,000 more than arrived during the preceding fiscal year. Of course, this gross number will in some instances include more than one arrival of the same alien. The total reported of departing alien seamen was 46,606; of those discharged and reshipped, foreign, 4,671; and of those signed on at this port, 5,162; desertions reported, 1,174. Thirty-three vessels arrived with Chinese forming a portion of the crews, totaling 349 of this race. Of this number 12 deserted and 64 were granted the privilege of landing to reship foreign. No horsemen's certificates were issued, but 59 attendants arrived from abroad who had been signed on at other ports of this country. Twenty-three alien workaways were admitted and three debarred.

The observations made in the report of this district for the preceding fiscal year concerning the impracticability of strictly enforcing the provision of section 36, requiring the furnishing of the list of all changes in crew prior to departure as a condition precedent to the granting of clearance, and the requirements of the rules as to compulsory hospital treatment to certified alien seamen are still applicable here. In many instances it seems not only impracticable but impossible to do more than approximate the strict requirements of the seamen's sections of the law and rule 10. However, this is clearly due, at least in part, to the lack of hospital facilities under our own administration or supervision.

It is thought that the rule should be amended to take cognizance of actual physical conditions at certain ports of the country, which render difficult or unfeasible the strict application of the ideal conditions set forth in the current regulations; and, as a preliminary to such recommended revision, it is suggested that either the different districts which are concerned with alien seamen be called upon to make specific recommendations on the subject or that a conference should be called at the bureau of representatives from the various ports to work out the changes which local experiences with the rule have demonstrated to be advisable.

If the State Department identification card is to be retained much longer, rule 10 should obviously be altered somewhat, as the description of the old form 685, found therein, is not applicable to present practice, and if the furnishing of any identification card is to be continued permanently, it is thought perhaps that provision for some penalty to be inflicted upon the masters of vessels and others (like that found in sec. 36) for failure to furnish the cards for arriving alien members of the crews should be obtained.

It is thought that some leeway should be afforded by the regulations to permit placing back on board their vessels just prior to sailing those diseased seamen who are undergoing medical treatment, but who are not quite cured at the time of departure, when this can be done without injury to the seaman himself and without danger of contagion to other members of the crew, and when there is

an understanding that the seaman will not be returned to these shores until certified as cured by some physician.

In round numbers, 13,500 alien seaman identification cards have been issued during the year and 5,000 citizen cards, the customs service, of course, participating in those cases wherein the passport regulations call upon it to furnish the card in the first instance. The boarding officers find that the visé of subsequent arrivals on cards presented by seamen are omitted on the majority, which is probably due to lack of help at the different ports.

Inasmuch as there is no longer any general checking out of vessels foreign bound, the passport regulations are now ineffective in preventing the departure as seamen of suspected or dangerous aliens. There is no practicable means of assuring that all seamen signed on for departure are in possession of identification cards.

STOWAWAYS.

One hundred and fifty-five aliens of this class arrived, of whom 34 were admitted for various reasons. There were 16 American stowaways found in the same period. The last few months has seen a great increase in arrivals of this class, the principal contributing causes for which are quite apparent. These are, briefly, the distressing economic conditions in some parts of Europe and in the West Indies; the consular visé requirements, which many aliens can not comply with or measure up to; the help afforded by sympathetic members of crews in assisting and facilitating the hiding on board of destitute aliens, many of whom are or have been of the seafaring class; and laxity in searching vessels prior to sailing for this country. There is every reason to believe that the influx of stowaways, for these reasons, will be even greater in the coming year.

Five stowaways were certified for dangerous or loathsome contagious diseases.

ESCAPES.

One stowaway and one workaway escaped before they could be produced for examination, and appropriate action was taken in the matter, as well as in the cases of certain seamen ordered held on board their vessels because of having excludable diseases, and whose illegal landings were not prevented.

FINANCIAL AFFAIRS.

The sum allotted to the district from the appropriation for regulating immigration was $5,000, and there will be an approximate deficit of $150 when all debits are accurately known. From the appropriation "Enforcement of laws against alien anarchists, 1920," there has been expended $1,263.17, with several outstanding charges yet to be received.

FINES.

The total of administrative fines actually covered into the Treasury was $1,820. There are six fines pending for decision. In libel proceedings in the Federal courts three cases were decided under section 10, by imposing a fine of $200 and costs in each, or a total of $600 and costs. Two libels were instituted under section 32, resulting in fines of $100 and $200, respectively, or a total of $300 and costs.

Head tax amounting to $2,336 was covered in for arrivals, and many collections were sent to other ports, representing payments made by aliens given examination here, but whose actual landings were elsewhere.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

No arrests were made during the year, both because of the lack of time and because the advisability of such action in this jurisdiction is questionable, in view of what seems to be the attitude of the courts with regard to the question of the burden of proof, etc., which have been sufficiently commented upon in prior years.

One arrest case pending in the Washington courts from a former year was disposed of by the affirmance of the commissioner's order of deportation, and the actual removal to China of the alien. Two cases are still pending on appeal.

CIVIL SUITS AND CRIMINAL CASES.

In libel proceedings referred to under the caption of financial affairs, five cases were disposed of, resulting in total fines of $900 and costs.

A prosecution was brought under section 8 against several members of the crew of an American vessel for bringing and landing two French girls, stowaways and immoral.

The men were indicted under this section, as were three officers of the vessel under section 10, the latter having knowledge of the presence on board of said stowaways, and having taken no steps to prevent their landing. At trial all seven defendants pleaded guilty, but as the judge apparently concurred in the view of the United States attorney that the master of the vessel, the charge against whom, under section 10, had been dismissed on the preliminary hearing by the United States commissioner, was largely responsible for the illegal acts of the officers and members of his crew in landing the aliens, the defendants in court were sentenced to 2 days in jail, the judge taking into consideration that some of them had already spent 30 days in confinement awaiting trial. The girls were subsequently deported on departmental warrants.

A prosecution was laid under section 8 against a member of the crew of an American vessel arriving from South America for concealing or harboring on board an alien stowaway, but as corroborative evidence of guilt was unavailable, the charge was dismissed by the United States commissioner.

The foregoing does not represent all matters laid before the United States attorneys for civil or criminal procedure, as often the prosecuting officials do not deem judicial action advisable or justifiable.

WHITE-SLAVE MATTERS.

There were but two cases of this category during the year, in which this and the Department of Justice were jointly interested, the latter department prosecuting the men concerned. Conviction was secured in one case and dismissal resulted in the other. The women involved were made objects of warrant of arrest proceedings.

A man and woman arriving as passengers were excluded on similar grounds.

WORK OF THE MEDICAL OFFICERS.

The Public Health Service surgeon in charge of the examination of aliens reports the issuance of but four certificates for diseases or affections found in the examinations of 535 alien passengers, or those seeking legalization of entry. Seamen numbering 486 were certified as having loathsome or dangerous contagious diseases, of whom 76, employed on American vessels, were required to be treated in hospitals, and 127 of this class were given out-patient treatment. Eighty-nine employed on foreign vessels were recommended for hospital treatment, and detention and treatment on board vessels were advised in the cases of 209 on foreign ships, because of the short time the respective vessels were to remain in port. Certificates as to less serious diseases or disability were furnished regarding 577 alien seamen. No alien passengers were accorded hospital treatment.

There has been a recent change in the personnel of the Public Health Service here, and happily there is now a prospect of a complete agreement in the enforcement of certain features of rule 10, which has been a matter of some controversy and friction in the past. The surgeon in charge complains, with reason, of the loss of time caused the physician who accompanies the boarding officers of this service, occasioned by the delays incident to the work of the customs service on coastwise vessels, in searching for undeclared liquor, etc. While such delay and inconvenience are regretted, there is no prospect of a betterment of the conditions complained of as long as this service is dependent upon the courtesy of the customs service in granting the privilege of transacting our boarding duties by means of the revenue cutter.

The quarantine station at this port now seems definitely to be under the control and direction of the Public Health Service, and to be a Federal adjunct, after several disappointing attempts in this direction. This was one of two ports in the country, at least on the Atlantic coast, at which the quarantine work was carried on under municipal auspices.

CONTRACT LABOR.

There have been quite a number of rejections of individuals coming under promises of employment, but there has been found no concerted effort to import labor. The evidence obtained in specific cases did not warrant proceedings against the reputed employers in this country.

SMUGGLING OPERATIONS.

No information or evidence of smuggling on any scale, or as a result of concerted effort, has been reported or brought to light. Undoubtedly, as referred to in preceding remarks regarding stowaways, some seamen actively help aliens to hide on board vessels with the expectation that a way may be found to bring about their landing without inspection; and others, who take no direct part in these attempts, yet have cognizance of the same and sympathize with them. This practice has many exemplifications, one being the recent finding on a vessel, just before arrival at port, of several stowaways who had been hidden during the entire and slow voyage from an Italian port, and undoubtedly fed and harbored by certain of the crew. In this sort of cases successful prosecution is very seldom possible, even when the stowaways will incriminate those who aided them, because the latter will be emphatic in their denials, and their shipmates customarily will affect entire ignorance regarding the presence on board of the undesirables.

A prosecution, then, resolves itself into conflicting testimony, and a consequent lack of corroborative evidence to support the charge.

This office is greatly indebted to the customs service for efficient searches of arriving fruit steamers, the principal source of attempted illegal entries. Eighty such vessels were searched thoroughly by this cooperating branch of the Government.

CHINESE PREINVESTIGATION MATTERS.

Forty-one preinvestigations of claimed status, mostly for return certificates, were made, divided as follows: Four laborers, 4 merchants, 4 students, 24 alleged native-born citizens of the United States, and 5 alleged sons of native borns. Very few of the preinvestigations were for the purpose of obtaining a determination of exempt status or citizenship, so as to facilitate later admissions of members of families. All but two of the requests were granted. The number represents a large increase over the preceding year, due primarily to the greater number of sailings to the Orient, following the end of the war; modification in passport permit requirements; peace-time security of travel; and the greatly increased earnings of Chinese in this country during the war period.

Investigations connected with applicants for admission at other ports were conducted in five cases; in two cases of preinvestigation on account of applicants at other ports; and there was one applicant for issuance of a duplicate certificate of identity. There were several informal investigations, in the routine of work, to determine legality of residence or domicile.

INVESTIGATIONS.

Other than in Chinese matters, 60 recorded investigations were made, by direction of the bureau or on requests from other districts, and embracing various features of immigration work. Additionally, as a preliminary to naturalization, and to establish legality of residence, 59 nunc pro tunc examinations were conducted. Out of 3,902 requests for verifications of landings, 3,424 were accomplished mostly as a basis for naturalization, although there were a comparatively few searches in public charge cases, and to determine age for work permits.

ANARCHISTS.

The experiences in this district with cases coming under this descriptive heading have been quite strenuous during the year. In strict compliance with instructions, and in cooperation with the Department of Justice, hearings were granted under warrants of arrest to 66 aliens, mostly charged with member-

ship in, or affiliation with, such organizations as come within the prohibitive definitions of the act of October 16, 1918. Most of these were alleged members of the Union of Russian Workers or the Communist Party of America, and were apprehended by the Department of Justice in the raids made in November and January last.

The hearings were held during the winter months, and, with the current work of the district, taxed our resources to the utmost. Decisions from Washington in these cases were long deferred, due doubtless to the great accumulation of records of hearings in the bureau, but these delays caused many and repeated inquiries here by the aliens, their relatives and friends, and anxious bondsmen.

Thirty-seven arrest warrants of this class were canceled outright and 22 aliens have been ordered deported, of whom 9 have actually been sent out of the country. Six have been deferred for surveillance for various periods and later reports, and decision in the remaining case is still awaited at the close of the year. One anarchist ordered deported in the preceding year was removed this year, while deportation is deferred in the case of another until the expiration of a penitentiary sentence.

The act of June 5, 1920, strengthens the Government's hands materially with regard to those aliens who so far fail to appreciate, or who repudiate, the advantages and betterments of the institutions and laws of this country, to which they voluntarily migrated to escape political or economic oppression, as to work actively or passively for the overthrow by violence of our system of government, or who lend their aid and support to individuals or organizations openly or secretly striving to that end.

WRITS OF HABEAS CORPUS.

Three writs affecting aliens of the so-called anarchistic class were sued out during the year. They presented no novel or interesting features and were all abandoned in open court by attorneys before the actual hearings.

COOPERATION.

With most of the Federal and State bureaus with which this service necessarily has contact there has been complete and cordial cooperation, but with two or three with which we have intimate dealings there occasionally has developed friction, which it is the constant endeavor to avoid or minimize.

ILLITERACY AND RULE 17-A.

The same reason as given in the preceding year, viz, the practical stoppage of general immigration to this port, precludes intelligent comment upon the effect of the illiteracy test upon the immigration problem, and whether it serves to better the quality of the immigrant stream, while decreasing the quantity. For the same cause we have had no cases during the year to which the privileges of rule 17-A have been granted, nor any aliens temporarily admitted for agricultural or other work under departmental instructions.

ALIEN ENEMIES.

The cases of 33 alien enemies transferred to a Government insane hospital in this district during and since the war, from the war prison barracks at Fort Oglethorpe, Ga., and Fort Douglas, Utah, and who were never released or paroled, are being investigated at the close of the year with a view to their arrest and deportation under the act of Congress of May 10, 1920. Two more of such aliens have escaped from the institution.

There have been several applications for admission of aliens of this class arriving as seamen, which have been denied. Four German stowaways have been excluded. A few other alien enemies have arrived as seamen with an expressed intention of not leaving their vessels, and so have been remanded on board.

STATION.

Near the close of the fiscal year the War Department discontinued its use as a hospital of the new immigrant buildings at Fort McHenry, and early action

is awaited on the request of the Public Health Service for authority to use the more important of the group of buildings for the extensive medical work devolving upon it at this port, with the understanding that when this service has need of them, on the resumption of immigration in fair numbers, they will be relinquished. The buildings to be utilized by the Public Health Service are the administration structure and the hospital, with a possibility of the power house being also needed.

FOREIGN PERMITS.

There were 180 applications for permits to depart from the country, all having been granted. The relaxation of the requirements for outgoing aliens has restricted the applications during the year to alien enemies, persons of doubtful nationality, or those owing allegiance to countries which have no accredited or accepted diplomatic representatives in the United States.

PERSONNEL.

It is pleasant to report that the officials have done their duty well and faithfully. In the various grades there are 16 employees, and their work has been commendable and meritorious under trying circumstances. Since April there has been an insufficient number of inspectors and stenographers to satisfactorily handle the rapidly increased shipping coming to Baltimore. The routine work arising from day to day, which must be disposed of promptly, permits, with the limited force, but little time for duties entailing extended investigations or constructive effort in several branches of our work.

In the last few years the country at large has come to have a more intimate knowledge and appreciation of the importance of the duties imposed upon this service, in safeguarding the best interests of the country, and it is confidently thought the public would indorse more adequate appropriations to permit carrying on the work in a more satisfactory manner and of paying salaries proportionate to its importance if the need therefor could be placed before the country. The meagerness of the salaries paid the rank and file is deplorable under present economic conditions, and the inadequacy can not be too strongly emphasized. A casual reader of the Immigration Laws and Regulations can not fail to realize and appreciate the caliber of the work an inspector is called upon to perform daily, and yet the average inspector receives as compensation an amount about on a par with the wages of unskilled labor to-day. Exemplified in another way, his salary is hundreds of dollars below what several impartial and thorough investigating bureaus or commissions, State and Federal, including a bureau of our own department, have reported to be the minimum yearly earnings upon which the average American family can maintain the American standard of living. There is mere justice in bringing about a correction of these conditions, which industrial corporations and others are acknowledging and doing every day.

INSPECTOR IN CHARGE, DISTRICT NO. 6, COMPRISING VIRGINIA AND NORTH CAROLINA, WITH HEADQUARTERS AT NORFOLK.

APPLICATIONS.

A total of 2,351 applications for admission were filed by aliens, being an increase of 550 over the number for the fiscal year 1919. Of this number, 2,164 were admitted and 187 debarred, an excess of exclusions over the previous fiscal year of 147.

DEPORTATIONS (EXPULSIONS).

Twenty-two aliens were covered in applications for warrants of arrest, and the same number of warrants issued. Three of the warrants were sent outside the district, 9 were canceled, 3 executed, and 7 pending at the close of the fiscal year.

SEAMEN.

A total of 244 seamen applied for admission, 10 of whom were rejected. This is a slight decrease from the previous fiscal year. There were 1,389 escapes

or desertions, an increase of 1,200 over the past year. The following tabulation indicates the number of seamen arriving in the district during the fiscal year 1920:

From—	Norfolk.	Newport News.	Wilmington, N. C.	Total.
Foreign	63,809	40,863	2,082	106,754
Coastwise	12,806	21,008	1,453	35,267
Total				142,021

At Norfolk it has been found impossible to board all vessels arriving coastwise, which accounts for the reduced number of seamen shown under said heading; in fact, it is understood such vessels need not be boarded, and that is the practice usually followed. The total of arriving seamen for the year 1919 was 122,673, so it will be seen that there was a material increase for 1920.

As mentioned in previous reports, the issuance of seamen's identity cards is a task of great magnitude, and this work takes up a large part of the time of the force of inspectors at both Norfolk and Newport News, so that other classes of immigration work have suffered on account of the necessity of issuing said cards. The work of issuing the cards is so tedious in detail and requires so much time that the labor involved in writing and stamping them tends to prevent an intelligent examination of the seamen. Several years' experience with seamen's identity cards on the ground leads to the conclusion that they are of no real value, since each alien seaman is required, before he can be issued a card, to produce documentary evidence of his nationality. If he already has such evidence in his possession there appears little merit in issuing him a further document, at great expense of time and labor to the Government, besides the delay to landing of crews and the enormous aggregate cost to steamship companies for photographs. To really control the landing of alien seamen it would be necessary to have an elaborate system of guards at each pier, with an immigrant inspector always on duty, the guards to be armed and prepared to use their arms. Of course, such a system would be impracticable on account of the cost, and even then alien seamen would desert without identity cards or medical inspection, as they have always done and will likely continue to do. The present system of identity cards works a hardship both on the immigration force and the seamen, as an insufficient force is furnished to issue the cards promptly, thus detaining the seamen on board. Vessels frequently touch for bunker coal after a long voyage, and shore leave can not be had because of insufficient time to issue identity cards. The approximate number of seamen's identity cards issued in district No. 6 for the fiscal year was 71,316.

The number of alien seamen medically certified in the district under amended rule 10 was 1,161, of which number 996 were treated in hospital. The handling of these medical cases has vastly increased the work, as the agents must be billed for hospital treatment in each case, bills collected and paid, and a great deal of other detail work in connection. This business, coupled with the issuance of identity cards, has overwhelmed the force with work, so that immigration work in general has to be performed in great haste and not in the thorough manner desirable, and many things must be left undone which ordinarily would receive attention. Commencing September 20, 1919, the medical inspection of arriving aliens was removed from Federal quarantine (Fort Monroe) and conducted at Norfolk and Newport News by an officer of the United States Public Health Service assigned to each port, who accompanied the immigration boarding officer in boarding vessels. This is a much more satisfactory arrangement than conducting the inspection at Fort Monroe, since the medical examiners there had their quarantine duties to perform, besides having insufficient time within which to make a proper immigration examination, they really not having been in a position to give immigration work proper and sympathetic attention. The most serious difficulty in carrying out rule 10 is the lack of adequate hospital facilities to receive the alien seamen certified. The hospital space available has been inadequate a number of times to meet the requirements, thus creating a very embarrassing situation. Beds for only 70 patients were available at the close of the fiscal year, while at least double that space is necessary. As recommended in the previous annual report, it is believed that a fine should be provided for the bringing of alien seamen afflicted with loathsome and dangerous contagious diseases.

STOWAWAYS.

Of the 217 stowaways (all aliens) arriving in this district, 41 were admitted and 176 debarred. During the fiscal year 1919 the number of alien stowaways arriving was only 49, so it will be seen that the increase in number of stowaways has been great. As a matter of course, the holding of boards of special inquiry and effecting deportation in these cases, has materially increased the work.

ESCAPES.

Fourteen aliens escaped during the year, 10 from the immigration detention room and 4 from vessels after having been placed on board for deportation. The Norfolk immigration detention room is a most inefficient arrangement, so that it has become necessary to confine practically all detained aliens (who are principally stowaways) in the city jail to guard against escape. Some new detention arrangement, with an adequate force of guards, is necessary to handle the work properly. In fact, without suitable watchmen or guards, in view of the number of stowaways, etc., present arrangements are most inadequate in effecting deportation, etc., as the small force of inspectors can not be spared from the issuing of identity cards, and it is necessary to require steamship interests to employ special officers to handle deports and bring in aliens from vessels.

HEAD TAX.

During the fiscal year alien head tax was collected in the sum of $5,008. The foregoing shows an increase over the last fiscal year of $1,252.

FINES.

Fines assessed in this district during the fiscal year aggregated $10,110. An increase of $9,700 is shown over the previous fiscal year. A large number of fine deposits in addition were required, but the fines were remitted by departmental action.

ALLOTMENTS.

The allotment for the fiscal year was $13,000. The deficit will amount approximately to $350.

HABEAS CORPUS.

No writs were sued out during the fiscal year, but three cases remain pending which originated in the fiscal year 1917.

ARRIVING VESSELS.

The total number of vessels arriving from foreign at Norfolk, Wilmington, and Newport News during the fiscal year was 2,636.

In addition to these from foreign 319 vessels from coastwise were boarded at Norfolk and 518 at Newport News. As heretofore stated, the boarding of all coastwise vessels is not undertaken at Norfolk, and no figures are available to show how many such vessels arrived at Norfolk. For the previous fiscal year the total of vessels in the foreign trade arriving, both coastwise and from foreign, was given as 2,999. It will be seen that approximately 2,636 vessels arrived from foreign in the fiscal year 1920; so had all coastwise vessels been boarded and counted in the total for 1920 would have been materially larger than for 1919. In short, there has been a great increase in the number of vessels arriving in the district from foreign, particularly toward the close of the fiscal year, so that it has been impossible to handle the crews and issue identity cards in a prompt and efficient manner with the force available.

CHINESE PREINVESTIGATIONS.

During the year there were 7 preinvestigations of status for return certificates (5 laborers and 2 merchants) and 7 investigations of alleged American-born Chinese as to citizenship, a total number of 14 investigations, as compared with 10 cases last year.

INVESTIGATIONS.

These was a total of 221 miscellaneous investigations during the fiscal year, including 40 warrant and 175 naturalization investigations.

CHINESE SEAMEN.

During the fiscal year 2,853 Chinese seamen are accounted for on board vessels arriving in this district. This figure shows a decrease of 3,358 from the number of Chinese seamen arriving during the fiscal year 1919. Under this heading it may be stated that many Chinese stowaways have been arriving on vessels from England during the latter part of the fiscal year, it being understood that Chinese seamen are no longer allowed by the seamen's union to ship on British vessels in England, and these stowaways state that they are no longer able to earn a livelihood in England on this account. A considerable number of Chinese seamen are deserting in this district, and there is little doubt that the Chinese-exclusion law is being violated through this method of entry.

ANARCHISTS.

Five cases under this heading were investigated during the year, and in 4 of them warrants of arrest were secured and served, and canceled after due hearings were held. Of the 4 warrant cases, 3 involved alien seamen employed on American vessels, who had personal difficulties with the ships' officers, which resulted in the officers filing charges of anarchy, etc., against the seamen. In no case were the charges substantiated, and it was impossible to determine who was most at fault, the officers or the seamen. The alien population in both Virginia and North Carolina is light, so there are no strongholds of unassimilated foreign peoples, wherein the teachings of anarchy usually take root.

COOPERATION WITH OTHER DEPARTMENTS.

During the year 1920 this office has cooperated with other Government agencies fully, and almost without exception they have accorded this service the same treatment.

ALIEN ENEMIES.

There have been no transactions under this heading, except the exclusion of German stowaways and of German aliens coming in as members of crews of American vessels. On several occasions American vessels have signed on German citizens in German ports, claiming other crew men could not be found.

ILLITERACY TEST.

But few exclusions on the grounds of illiteracy occurred, and those cases which did occur were usually stowaways from southern Europe, Malta, etc., and the applicants would have been inadmissible on other grounds.

PERSONNEL.

Owing to the constant increase of foreign arrivals of vessels the hospital treatment of alien seamen under rule 10 and the issuing of identity cards K and L, as well as increased number of alien stowaways, the force has been greatly overworked during the entire fiscal year. Two additional inspectors and a male stenographer are badly needed at Norfolk, while at Newport News the services of a male stenographer are also urgently required. At the latter port provision was made at the end of the fiscal year for four inspectors and the appointment of a clerk was authorized.

When a suitable clerk is secured, making a force of four inspectors and a male clerk, it is believed the needs of that port will be filled. Norfolk being the headquarters of the district, of course all filing, correspondence, warrant work, statistical work, stamping up and filing identity cards, crew lists, changes of crew, and similar work is carried on in that office. The time of one competent clerk could be fully utilized in handling hospital files, making out hospital bills, letters, etc., under amended rule 10 alone, while stamping up, filing, etc., in connection with identity cards could hardly be accomplished on the time of one clerk. This office has never been able to properly file the duplicate identity

cards. The boarding of vessels at Norfolk is also a difficult problem on account of the length of the harbor—in the neighborhood of 8 or 10 miles. A majority of arriving vessels tie up or anchor out about 8 miles from Norfolk (Sewalls Point). So many vessels arrive some days that it is impossible for the boarding officer to board all of them; and if shipping increases at the same rate as during the last three months of the fiscal year, two boarding launches may be necessary to handle the work, with an increased inspection force.

As the bureau is well aware, the cost of living is still on the increase, and no adequate provision has been made by adjustment of salaries to permit Immigration Service officers and employees to maintain themselves and families in accordance with reasonable American standards of living, and a majority of them are hardly able to provide the bare necessities of life. Practically every employee (excepting commissioners and inspectors in charge) who has a family to provide for is bowed down under a burden of poverty which grows heavier from month to month. It is almost impossible under these conditions for employees to perform their duties with cheerfulness and dispatch. They can only drag along from day to day, hoping to make both ends meet financially the best they can, and that something may happen to better conditions. Those who had small savings have seen them melt away long since. Increases of $10 per month do not even meet the annual increases in house rent alone in this locality, one employee having had an increase in rent of $15 per month to meet his wage increase of $10 per month. These most deplorable conditions are bound to react more strongly every day upon the efficiency of the service. Experienced men will leave the service as soon as openings are found, and it will be found impossible to secure efficient help at the wages now being paid. There would seem to be no more important consideration than the existence of the employees of the service, for without them the service can not exist. The bureau is most respectfully asked and urged to do all in its power to secure living wages for its employees.

INSPECTOR IN CHARGE, DISTRICT NO. 7, COMPRISING SOUTH CAROLINA, GEORGIA, FLORIDA, AND ALABAMA, WITH HEADQUARTERS AT JACKSONVILLE, FLA.

APPLICATIONS.

The total number who applied for entry at ports in this district was 21,684, the total number admitted being 21,414 and debarred 262; 13 cases remain pending. Four Chinese persons were admitted and 10 were granted the privilege of transit across land territory of the United States. Of the 32 Japanese who applied for entry, 31 were admitted on primary inspection, 1 was debarred, leaving 1 case pending. All those admitted were in possession of proper passports.

There were 19,660 arrivals of United States citizens, as against 17,437 departures.

DEPORTATIONS (EXPULSIONS, INCLUDING CHINESE).

During the year 142 cases were considered, detailed investigations having been conducted in 138 of these, and as a result 74 warrants of arrest were issued by the department. Action as follows was taken in these latter cases: Twenty-one arrest warrants canceled; 34 deportation warrants executed; aliens in 16 instances conveyed to other ports for deportation; 2 aliens released on bond; and 1 case is pending.

Two Chinese cases were investigated, warrants being applied for in both instances. These cases are pending. No Japanese cases arose during the year.

SEAMEN.

Vessels from foreign ports boarded during the year totaled 2,554, necessitating the inspection of 29,733 alien seamen and 16,813 United States citizen seamen—a total of 46,546. Identification cards to the number of 14,085 were issued covering both classes. Two hundred and ninety-five alien seamen were certified for loathsome or dangerous contagious diseases and ordered conveyed to hospital. Desertions numbered 715.

STOWAWAYS.

One hundred and sixteen stowaways were apprehended, 23 of whom were admitted and 93 excluded and deported. None were Chinese.

FINANCIAL AFFAIRS.

Head tax amounting to $98,944 was collected and fines aggregating $4,490 were assessed against transportation lines under sections 9, 14, 18, and 36, $1,200 being on account of the bringing of illiterate aliens.

The allotment for the district was $6,000, and disbursements amounted to $7,570. It is estimated that $8,000 will be required during the coming year.

One court fine of $25 and costs was imposed for the landing of an alien seaman without inspection, the master of the vessel making payment thereof.

WHITE-SLAVE MATTERS.

It is reported that practically all cities in this jurisdiction are enforcing their ordinances doing away with the old order of "restricted districts," and while there are reports that such women occupy hotels and boarding houses to some extent there is no doubt but that the moral conditions of the country are vastly improved.

The Savannah office reports that many societies throughout the State of Georgia are endeavoring to secure employment and find practical remedies to improve conditions for girls and women, and the same condition may be said to prevail with respect to the State of Florida.

CONTRACT LABOR.

During the past fiscal year the number of Spanish laborers traveling in groups through the ports of Tampa (principally) and Key West, Fla., destined mostly to Ohio, became so apparent as to necessitate the closest scrutiny and examination of all such passengers, and as a result extended investigations at the seaports concerned were made and hundreds of aliens held for boards of special inquiry. From the figures furnished herein it will be noted that 1,378 aliens were detained for boards of special inquiry, and that 79 aliens were debarred as contract laborers. During last April, Mr. Brice Edwards, Chief of the Contract Labor Division of our bureau, investigated conditions in the district with respect to the entry of Spaniards destined to Ohio through the ports mentioned above and also with respect to Bahama laborers entering at Miami from the Bahama Islands. His report to the Commissioner General of April 28 last covers the situation in detail. Our officers were pleased to cooperate with Mr. Edwards to the fullest extent, and it is believed his visit to the district was of material advantage to the service. By the assignment to duty of one additional inspector at Tampa and one at Miami, Fla., those ports are now in a much better position to cope with the contract-labor situation, and it is believed that this provision of the law is being strictly enforced at all ports throughout this district.

WORK OF MEDICAL OFFICERS.

While a spirit of hearty cooperation between medical and immigration officials prevails at all ports in district No. 7, and the service rendered at certain ports is highly commendable, nevertheless one can not help being impressed by the small number of defective seamen certified and ordered removed to hospital at many ports, when the large number of seamen inspected is taken into consideration.

SMUGGLING OPERATIONS.

The number of Chinamen passing in transit from China via San Francisco and Key West to Cuba is increasing. During the fiscal year 1919 approximately 3,000 of such Chinamen passed out of the port of Key West, Fla., while during the fiscal year last past there were 4,599 transit Chinese who departed from that port. This large movement of Chinese into Cuba has naturally resulted in attempts at Chinese smuggling into this district from Cuba, and there is no doubt that a small number of Chinamen have gained illegal entry

in that manner despite every precaution taken by the force available, which is altogether inadequate to properly handle the situation.

On May 16 last the Cuban fishing smack *Remplaza* was seized off the Florida coast, near Tarpon Springs, and there were found on board, in addition to a large amount of liquor, 17 contraband Chinese. The Chinamen were promptly landed in the county jail at Tampa, along with the crew of six men. Twelve of the Chinamen were excluded and deported by the board of special inquiry at Tampa, and at the close of the fiscal year five Chinamen were still being detained by the Department of Justice as material witnesses in the prosecution of the crew.

There have been a few cases of aliens—arriving on passenger vessels at Tampa and Key West—who were smuggled into the United States with the assistance of certain members of the crews of said passenger vessels. A vigorous fight was made against this practice by our service and by the responsible officers of the vessels, with the result that the men implicated are reported to have been discharged, and all attempts at smuggling in this manner have ceased.

SOCIETIES FOR THE BENEFIT OF ALIENS.

There are no special organizations in this district for the benefit of arriving aliens.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

At Ybor City and West Tampa, Fla., both of which are suburbs of Tampa, Cubans and Spaniards are practically co'onized. There is also quite a colony of Negroes from the Bahama Islands at Miami, Fla., and a considerable number of others live in the small towns adjacent to Miami, and along the east coast of Florida.

CHINESE PREINVESTIGATIONS.

The cases of 4 laborers, 4 merchants, and 9 natives, applicants for preinvestigation of status, were considered; return certificates were granted in 15 cases, the remaining case being still pending.

INVESTIGATIONS.

Investigations were conducted as follows: Regarding applicants for entry, 9; in warrant cases, 2; and in naturalization matters, 370. None of these concerned Chinese persons.

STATION AND EQUIPMENT.

Aside from the immigration station at Charleston, S. C., which has been turned over to the Navy Department, there is no regular immigration station in this district. At Key West, Fla., the Peninsular & Occidental Steamship Co. has established a small station, consisting of a two-room building on the wharf, for the temporary detention of aliens arriving at that port by vessels of their line.

PERSONNEL.

The officers and employees of this district are loyal and efficient and the cooperation is admirable. From comparative figures shown farther on in this report it will be noted that during the past year the business conducted in this district was about double that transacted in any preceding year, and this, considering the additional duties incident to the enforcement of the new immigration act, the new seamen regulations, and the enforcement of the many wartime regulations, has more than doubled the work performed under former conditions. It has been necessary at practically all stations in this district for the employees to work overtime, oftimes on Sundays and holidays, and to forego annual leave in many instances, all of which has been cheerfully and uncomplainingly done. Nevertheless, to properly carry on the work, and in justice to many overworked employees, immediate steps should by all means be taken to increase the number of employees assigned to duty in this district, especially at Key West, Fla., where the largest increase in business is noticeable and where from al' indications business will continue to increase from year to year. The question of salaries is also worthy of serious consideration if experienced and capable men are to be retained in service, for while

the slight recognition recently received is fully appreciated by all, the fact remains that the standard of salaries in general paid immigration officers is about one-half that paid under former normal conditions.

COOPERATION WITH OTHER DEPARTMENTS.

The results under this heading are all that could be desired and have been in every manner entirely satisfactory.

ALIEN ANARCHISTS.

Arrest warrants were issued in 30 cases, action thereon having been taken as follows: Aliens released on bond, 2; deported, 10; and warrants canceled, 18.

ALIEN ENEMIES.

The United States internment stations at Fort Oglethorpe and Fort McPherson, Ga., have closed during this fiscal year, and all internees either repatriated, deported, or admitted.

MISCELLANEOUS.

On account of trans-Atlantic transportation having discontinued during the period of the war, the greater portion of traffic to and from Cuba having previously been carried by those lines—for instance, the German and Austrian lines—the Cuban business man and producer has had to depend entirely on the markets of the United States in which to buy and sell, and consequently all the traffic has been thrown to the lines plying out of the Gulf ports. The Peninsular & Occidental Steamship Co. reports that with the daily service through Key West, Fla., the increase of business has been so great as to make the tax on the present transportation facilities beyond any anticipated preparations. The natural consequence is that the passenger traffic follows the freight traffic in order to facilitate the buying, selling, and shipping both to and from the United States, and the company above named reports that passenger traffic has likewise overtaxed the capacity of all passenger-carrying vessels to the extent that lines plying through Florida ports at times have all their space sold three or four weeks in advance.

The Peninsular & Occidental Steamship Co. states that the demand for passage is so great that it is now negotiating for a vessel licensed to carry something over 400 passengers and that it is also building a ship having 142 staterooms, which will go into service the first of the year. Until she is completed just what the limit of her capacity will be can not be stated.

COMMISSIONER OF IMMIGRATION, NEW ORLEANS, IN CHARGE OF DISTRICT NO. 8, COMPRISING LOUISIANA, MISSISSIPPI, ARKANSAS, AND TENNESSEE.

APPLICATIONS.

During the fiscal year ended June 30, 1920, applications to the number of 6,144 were passed on within this district, which, compared with arrivals during the fiscal year 1919, shows an increase of over 36 per cent. Of these 6,006 were admitted and 138 debarred. Of the total arrivals, 377, or 6.1 per cent, were held for examination by the board of special inquiry. Aliens arriving at this port came mainly from South and Central America, the West Indies, Mexico, and Spain. As new steamship lines are being established between New Orleans and other ports in the countries named, it is confidently expected that the passenger traffic through this port will continue to increase in volume, and during the fiscal year 1921 will undoubtedly extend to European countries other than that named.

The class of applicants reaching this port is above the average, a large percentage being business men coming for a temporary stay of varying periods of time. As business between New Orleans and the countries mentioned grows, arrivals of the class referred to will also increase through this port. The increase in arrivals at New Orleans since the war ended can not be attributed to the cessation of hostilities, as applicants from European ports, except Spain, have not arrived here. It is anticipated that passenger-carrying vessels between

New Orleans and France, England, and Belgium will be put in service at an early date.

Within the time covered by this report, 5,802 United States citizens arrived at New Orleans. Citizen arrivals decreased from the previous year by 2,020.

Of the 39 Chinese arrivals during the year, 3 were stowaways—2 arriving from England and 1 from Habana, Cuba. Six were diplomats and other exempts, and 30 others applied for the transit privilege, and were admitted to pass out at San Francisco to Hongkong, China. Applicants of this race for the transit privilege at this port have decreased steadily for several years past. The decrease may be accounted for on the basis that some difficulty has been experienced in the past by such applicants on account of being unable to proceed promptly from New Orleans to San Francisco. Delays here occasioned the transits considerable extra expense, and to avoid that Chinese are now applying at other ports.

The 13 Japanese applying within this district during the year were of the exempt classes and held proper passports. All were admitted.

Within the fiscal year 598 Chinese transits admitted at other ports passed out at New Orleans for Cuba and South and Central American countries. This number is far below what it should be considering the thousands of Chinese proceeding to Cuba throughout the year. The small number passing out at this port is due to strikes and limited steerage accommodations on vessels trading between this port and Habana, Cuba.

DEPORTATIONS.

Investigations in 25 cases were made, including 1 Chinese, warrants of arrest in 14 instances having been served. Of this number, 4 were canceled and 5 warrants of deportation executed, the aliens in question having been deported, and 5 cases pending, the aliens in 3 cases within the latter class awaiting deportation.

In addition to the above, 18 cases remained pending from the previous fiscal year. Of these, 6 warrants of arrest were canceled and 8 warrants of deportation executed; 2 cases are pending, and the aliens involved in the remaining 2 have been conveyed to New York for deportation.

SEAMEN.

Only 19 seamen applied for admission during the year, all of whom were admitted. There were no applications for admission filed by any Japanese or Chinese seamen.

The comment set forth under this heading in the last annual report might be repeated here, since no very important changes in the rule have been made. It is believed that the facts set forth regarding diseased seamen are sufficient to definitely establish the beneficial results growing out of the enforcement of the law and rules governing the treatment of diseased alien seamen. Much difficulty is being experienced by masters of vessels reaching this port with Chinese crew men. These seamen desert in large numbers to reship on other vessels from United States ports in order to obtain higher wages. There seems to be no way to prevent these wholesale desertions, as Chinese seamen are entitled to shore leave without bond and invariably avail themselves of the privilege. Masters and agents have called on this office for assistance in the matter, but no aid could be rendered them. A careful check has been kept of all desertions of this class, and it has been found that practically all deserters have left one ship to join another going foreign. Vessels to the number of 1,822 arrived at the various ports in this district during the fiscal year just closed, resulting in the examination of 79,919 seamen, 1,269 of whom deserted. Seamen's identification cards to the number of 9,402 were issued and 70,517 cards were visèed, certifications for loathsome contagious diseases amounting to 399. The total of Chinese seamen arriving from foreign ports was 1,968, 52 of whom deserted. There were 26 Japanese seaman desertions.

STOWAWAYS.

As was the case in the previous year, a large majority of the 185 stowaways arriving at this port within the year were young Negroes. Most of them were without means and but few of them were in possession of proper passports. Ninety-five of them were excluded as stowaways and as persons likely to become public charges, 8 of this number being Chinese.

ESCAPES OF ALIENS FROM VESSELS AND STATIONS.

Of the 7 aliens who escaped during the year, only 1 was retaken. Five succeeded in escaping from the detention quarters and 2 from vessels. Four were being held under warrants of deportation; 3 were stowaways.

FINANCIAL AFFAIRS.

There was collected and turned into the Treasury during the year head tax amounting to $24,928. Administrative fines under the several sections of the act were imposed, collected, and turned into the Treasury to the amount of $17,620. Fines assessed by the courts in civil and criminal prosecutions amounted to $550. Receipts from medicines furnished diseased alien seamen, $335.15; receipts from concession for restaurant privilege, $50; receipts from structural iron on burned wharf, $50; one Chinese transit bond paid, $500; making a total of $44,033.15 turned into the Treasury from this district during the year.

The allotment for the year was $11,000, of which $10,938.58 was expended. Of the expenditures, $470.38 constituted an outlay on station and equipment.

The amount of allotment recommended for the ensuing year as necessary for the satisfactory administration of this district ($15,000) should prove sufficient to relieve the effort and annoyance experienced in trying to operate within a limit of expenditure inadequate for the actual requirements of the district. The amount needed for equipment, etc. ($1,000), is for replenishment of supplies used in properly caring for detained aliens, including a reasonable stock of drugs. The sum of $28,525 is needed, as set forth in the last annual report, to cover repairs to the dock and runway leading thereto, as specified in the report of Civil Engineer Howell, submitted to the bureau July 7, 1919.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

No Chinese were arrested on United States commissioner's warrants during the year. No new cases arose during the year. The four cases pending from last year will very likely be disposed of during the early part of the coming fiscal year. The United States attorney has been requested to arrange for hearings as early as possible, and, while exceedingly busy with other important cases, has agreed to dispose of the pending Chinese matters at the anticipated time.

CIVIL SUITS.

Five cases under section 32 remained pending from last year, 6 new cases arising during the present year, 2 under section 10 and 4 under the first-named section. Fines were imposed in but 2 cases (sec. 32); the others are still pending.

Civil suits under section 32 have not resulted very satisfactorily in this district. The court usually imposes a fine of $25 in such cases. Such penalties are too light to produce a deterrent effect, but the court seems to feel that the offense committed is slight and does not warrant a heavier penalty.

CRIMINAL CASES.

Two new criminal cases arising under section 8 of the act resulted in as many convictions. A Chinese smuggling case at Gulfport, Miss., tried in the district court at Biloxi, Miss., resulted in the conviction of an American seaman hailing from the Pacific coast. He was held in jail a number of months prior to the trial of the case, which was taken into consideration by the court, which sentenced him to serve one month in jail and pay a fine of $500. The other case resulted from an American seaman attempting to smuggle into the country five illiterate Spaniards. The trial resulted in a conviction, and the court sentenced the defendant to serve a year and a day in the Atlanta Federal Penitentiary. These two convictions served to put seamen generally on notice that the smuggling of aliens through ports of this district is not only a difficult but also a dangerous undertaking, and, so far as known, no other similar attempts were made during the year.

WRITS OF HABEAS CORPUS APPLIED FOR.

The past year proved to be the first in several in which the service has not been called upon to fight applications for writs of habeas corpus. This is

largely due to the character of aliens who apply at this port. Most of them are clearly admissible, and those found to be inadmissible are so entirely undesirable that they accept rejection complacently.

WHITE-SLAVE MATTERS.

No cases have arisen under this heading during the year requiring comment. A few investigations have been made in certain cases of alleged immorality of girls and women, but the facts developed were not sufficient to warrant action by this service.

CONTRACT LABOR.

Only 3 aliens were debarred at this port during the year as contract laborers. Many applicants suspected of coming in violation of the contract-labor laws were held by primary inspectors for examination before the board of special inquiry, but sufficient evidence could not be obtained to warrant exclusion. Such aliens usually admit on primary examination that they are coming to accept prearranged employment, but when they appear before the board they are prepared to tell an entirely different story. As these aliens are primarily examined at quarantine, 90 miles below New Orleans, it is possible for them to be advised as to the law bearing on their cases prior to their appearance before the board. To offset this possible imposition, it is intended to obtain sworn, signed statements from future suspect contract laborers at the time of their examination at quarantine by primary inspectors. Such statement may be used to good advantage before the board in the final examination of the alien. It stands to reason that, of the more than 6,000 aliens applying at New Orleans during the year, more than 3 of that number were coming to accept prearranged employment.

WORK OF THE MEDICAL OFFICERS.

No cases out of the ordinary have come before the medical officers, and no epidemics have occurred. The surgeons doing immigration work at the quarantine station have been commendably diligent in detecting diseased aliens, and the surgeon attached to the service at New Orleans has performed his duties in a like satisfactory manner. To indicate the work of the surgeons at quarantine and New Orleans, it may be stated that 1,729 vessels were boarded and the passengers and crewmen physically examined during the year. Only 157 vessels were permitted to pass quarantine for examination at New Orleans proper. All vessels brought a total of 61,688 alien passengers and seamen.

Of the seamen, 399 were certified and removed from the vessels for treatment under the terms of the act. Of the passengers, 35 were certified. Of the seamen certified, 237 were placed in the marine hospital and 162 were treated at the station. On account of insubordination and other causes, 16 of those placed in the marine hospital were subsequently transferred to this station for completion of treatment, thus making a total of 174 treated here. Among the seamen detained and treated at the station, there existed or developed 374 cases which required 2,399 treatments by the surgeon attached to this station. It will be noted that the number of seamen certified falls far below the number found to be diseased during the previous fiscal year, when 607 were removed from vessels. The decrease in the number of diseased seamen found on board vessels indicates the degree of improvement brought about under the operation of the act. Surgeons declare that the improved conditions on board ship are easily discernible and masters and crewmen are more particular regarding the health conditions of those connected with the vessels than at any time in the past.

SMUGGLING OPERATIONS.

One attempt to smuggle aliens through this port, as indicated heretofore in this report, was made during the year.

An attempt to smuggle Chinese through this district was frustrated at the subport of Gulfport, Miss., during the year. An American citizen seaman attempted to land a Chinese laborer unlawfully at Gulfport on August 6, 1919. The Chinese was taken into custody and made a full confession of his agreement with the seaman to bring him from Cuba and land him in the United States for a money consideration. After proper procedure the seaman was sentenced to serve 30 days in jail and to pay a fine of $500.

If any other attempt has been made to land Chinese unlawfully within this district during the year, it has not been discovered. There may have been successful landings effected, but if so, no intimation of any has reached officers of the service.

The results obtained in the cases reported undoubtedly proved of great value to the service in deterring other seamen who might have engaged in the very profitable business of smuggling aliens into the country through ports in this district. Constant vigilance on the part of all officers within the district has not disclosed other attempts to violate the laws.

SOCIETIES FOR THE BENEFIT OF ALIENS.

Nothing additional to what has been stated in previous annual reports can be furnished under this heading. The aliens arriving at New Orleans are quickly disposed of and the interest of societies has not been directed toward them.

INVESTIGATIONS.

Investigations were conducted in 30 warrant cases, in 57 naturalization matters, and in 12 other matters. Investigations of applications for admission of aliens were made in 27 cases. Under the head of Chinese investigations were handled the cases of 9 applicants for admission, 52 for preinvestigation of status, 1 as a basis for warrant proceedings; and application for duplicate certificate of residence was denied in one instance.

Under this heading, it is only fair to the district to state that the investigations made cover only such cases as were presented for consideration. In other words, no special effort was made to seek out individuals for investigation. All cases coming within the knowledge of the officers and requiring investigation were given attention but such cases were not actively sought out for the reason that the official force was reduced 50 per cent from the fiscal year 1919. Five inspectors have done practically all the primary examinations and most of the miscellaneous investigation work during the year. To give prompt and satisfactory attention to matters as they came up was as much as could be reasonably expected of these officers, two of whom were continually on detail at the quarantine station. The results accomplished under all the circumstances do credit to the officers which is a source of gratification.

STATION AND EQUIPMENT.

Owing to the industry and efficiency of the two general mechanics, the janitor, laborers, and charwomen the buildings and grounds present a well-kept appearance and may be said to be in a first-class condition. The two general mechanics employ each summer season in making general repairs wherever needed on buildings and the commissioner's residence. Deterioration wherever found is promptly marked for repair, with the result that the property is very well preserved without any considerable money outlay having been necessary up to the present time. All equipment on the reservation is in good condition. It will be necessary to replenish the stock of blankets used in the detention quarters and other supplies used on account of detained aliens. These matters will be presented to the bureau in proper form when the appropriate time arrives.

Practically the same conditions set out in the last annual report under this heading exist at the present time.

The detention quarters have been in constant use throughout the year, from 25 to 50 aliens being detained therein daily. In addition to the detention quarters proper, several rooms have been set aside and equipped for the accommodation of aliens afflicted with certain contagious diseases, by class, in order that other detained aliens may not come in contact with them. The plan works very satisfactorily and the best results are obtained. A total of 653 aliens were detained for varying periods of time during the year.

The hospital facilities of the station are limited. The equipment is ample for the service contemplated and the results obtained in the past have been entirely satisfactory. Many distressingly diseased seamen have been successfully treated at the station and the service could be greatly extended by the employment of trained nurses and a competent interne. This, however, is not deemed necessary at this time.

PERSONNEL.

The personnel of this district is very satisfactory and officers and employees have worked willingly and faithfully throughout the year. On account of the reduction in force each individual has found it necessary to extend his efforts to the limit to keep the efficiency of the service up to the high standard previously set, and it is to their credit that it can be said they have increased their efforts and correspondingly their ability without urging. Their pride in the service and their work has prompted them to greater effort with the result that a 50 per cent reduction in the force of inspection officers failed to show any deficiency in the results accomplished during the year when compared with the results reported in the previous year. This was made possible by the increased efforts of the officers and the establishing of inspection service at quarantine.

The increased compensation granted some of the officers and employees with the beginning of the new year is duly appreciated and the fortunate ones are correspondingly encouraged. It is regretted, however, that the increases granted could not be made more substantial or more in keeping with the value of the services rendered. The salaries paid, under the existing conditions, are too low, and the slight advances granted in certain cases will not meet the increase in house rent the officers will be required to pay after September 30. It is feared that the slight increases granted will not prove sufficient to hold those officers in the service who may be able to secure employment with private concerns at greater compensation.

GENERAL COMMENT.

The establishment of inspection service at the quarantine station on February 26, 1919, has proved to be of great advantage in every way. It has made it possible for five inspectors to examine a total of 61,688 alien passengers and crewmen, issue 8,941 seamen's cards in duplicate, visé 69,866 such cards, in addition to the various other duties they were required to perform, including the examination of 29,665 United States citizen passengers and crewmen. Had not the examination work been segregated it would have been impossible for the five officers to handle it promptly and satisfactorily.

BOARDING DIVISION.

This division, located in room 102, Customhouse, has been an exceedingly busy place throughout the year. The division has direct charge of all incoming vessels; handles all matters pertaining to seamen; verifies all departures; keeps all records relating to diseased seamen; seamen's duplicate identification cards; record of arriving vessels, showing number of passengers and crewmen, etc. Officers attached to the division conduct investigations, warrant hearings, etc., when required. The officer in charge of the division reports for administrative action all failures of masters, owners, or agents to comply with the terms of the various statutes, with all facts bearing upon such violations. The volume of work originating in the boarding division is immense, and when it is considered that all the affairs of the division have been promptly disposed of, including passport and permit matters, it must be conceded that the officers have merited praise.

COOPERATION WITH OTHER DEPARTMENTS.

Harmonious cooperation with other Government services has marked the closing year. It has been found that the interests of this service, the customs service, and the Department of Justice are closely allied, and mutual benefits have come to these services by close and unselfish cooperation established during the war and continued without the slightest friction to the present time.

ANARCHISTS.

As set out in the last annual report, this district continues to be free of anarchists, communists, or Bolshevists. Numerous strikes have occurred during the year and a restless condition among the laboring classes exists, but so far radicalism has played no part in disturbances, and all strikers are union men who seem to realize that their difficulties are temporary and they are loyal citizens of the best and fairest country on earth.

INSPECTOR IN CHARGE, DISTRICT NO. 9, COMPRISING SO MUCH OF TEXAS AS IS CONTIGUOUS TO GALVESTON.

APPLICATIONS.

The total number of arrivals during the past year, including American citizens and nonstatistical aliens, was 1,172. This is a very decided increase over the arrivals during any 12 months since the fiscal year ended June 30, 1915. During the period from July 1, 1915, to June 30, 1919, there was practically a cessation of immigration through ports in this district, due, of course, to the war and conditions resulting therefrom. There is every indication that the arrivals during the coming year will approximate the arrivals during the prewar days. It is understood that plans have been consummated whereby three vessels, having accommodations for 60 first-class passengers each, will very soon be operating between Galveston and Mexican ports. An Italian line is now endeavoring to perfect arrangements for passenger service between Galveston and Italian ports, while one or two other European lines are contemplating inaugurating passenger service to this port. Two small vessels belonging to one of the oil companies are now being fitted out for carrying passengers between Beaumont and Mexican ports. If these plans are carried out, it may be necessary to arrange for detention quarters during the coming year. Because of the lack of better facilities incoming passengers continue to arrive singly or in small parties on tramp steamers, private yachts, tugs, and even oil barges. These vessels are frequently destined to small out-of-the-way ports and arrive at unusual hours, thus greatly increasing the work in connection with the inspection of arriving passengers.

Four hundred and eighty-three aliens were admitted and 49 debarred.

Galveston is not a port of entry for Chinese, and for that reason there are no transactions to report under this heading.

There were no applications for admission by aliens of the Japanese race through ports in this district during the past fiscal year.

DEPORTATIONS (EXPULSIONS).

At the beginning of the fiscal year there were pending 47 warrants of arrest and 60 warrants of deportation.

Service of arrest warrants was accomplished in 45 cases, 617 cases having been considered and investigations conducted in 310 of these. Seventeen warrants were canceled, 9 covering the arrest and 8 the deportation of aliens. Deportation for various causes was effected in 54 cases. At this writing 47 arrest warrants and 49 deportation warrants are pending.

Of the 47 pending warrants of arrest 32 are for aliens whose whereabouts are unknown to this office, 3 have been served and the cases are now pending before the department, 4 are pending service, and 8 were deferred by the department pending further reports. Of the 9 warrants of arrest canceled 3 were for Mexican aliens who voluntarily returned to their native country, 1 person for whom a warrant was issued proved to be a citizen of the United States, and 5 were admitted to this country upon payment of the usual head tax. Of the 49 warrants of deportation now pending 32 are for aliens serving penal sentences in State penitentiaries; 15 are for aliens whose whereabouts are unknown to this office, and 2 are pending deportation. Eight warrants of deportation were canceled by the department. Two of these were for aliens who voluntarily returned to Mexico, their native country, 4 aliens died, and 2 aliens whose cases originated before the war, were permitted to remain in the United States. Of the 54 aliens deported 11 who were seamen were permitted to reship foreign in lieu of deportation, resulting in a considerable saving in the matter of expenses. Forty laborers imported under departmental exceptions voluntarily returned to Mexico through the instrumentality of officers of this district, as did 2 insane Mexican aliens without the institution of deportation proceedings. The departure of these 42 aliens was verified by the immigration authorities. All but 1 departed through border ports. As the bureau is aware, Mexican aliens who have been convicted of crime in this country involving moral turpitude and in whose cases deportation proceedings are instituted are, upon their release from penal institutions, deported through New Orleans to Tampico or Vera Cruz, thus removing them as far as possible from the border and minimizing the possibility of their return to this country. In view of the proposed passenger sailings between Galveston and Mexican ports, it is anticipated that

all such cases can, in the very near future, be deported through this port, at a very great saving of expense. It is believed that it would be an excellent idea to adopt this plan generally in cases of deports from other districts, where the aliens are of the criminal class or are prostitutes. The principal objection, however, to conveying such aliens to this port for deportation is the present utter lack of detention facilities. The only places in this district for the detention of aliens at the present time are county jails, and this would work a grave hardship in some cases, especially where female aliens are involved.

There were no Chinese cases transacted.

At the beginning of the fiscal year there were pending 5 warrants of arrest for Japanese aliens and 1 warrant of deportation.

But 1 case called for issuance of an arrest warrant during the present fiscal year, and as service was not had and decision regarding the 5 previously mentioned has not been rendered, 6 cases are held for further proceedings. One warrant of deportation is still pending.

The entire district is singularly free from the activities of anarchists, communists, extreme radicals, etc. Even the I. W. W.'s have made no attempts to perfect organizations in this section of the country. A number of investigations were conducted during the past year regarding alleged extremists, but only one alien of that class was deported from the district.

SEAMEN.

During the past fiscal year 1,480 American vessels from foreign ports and vessels of foreign registry arrived at ports in this district, all of which were boarded and inspected. Last year American vessels formed 64.83 per cent of the total arrivals, while this year they form 63.80 per cent of the total arrivals, there being 936 of the former and 544 of the latter. The total number of seamen arriving on the above vessels was 47,756. A total of 1,712 Chinese seamen arrived as members of crews of 174 vessels. There were 566 deserting seamen reported by masters of vessels, of whom 16 were of the Chinese race, 4 were natives of the Asiatic zone described in section 3, and 6 were subjects of Japan. Permits were issued to 530 seamen to be discharged to reship foreign.

A total of 288 seamen applied for admission to the United States, 2 of whom were rejected.

Identification cards were issued to 9,083 seamen; 497 aliens following such calling were certified as afflicted with a loathsome or dangerous contagious disease, of whom 216 were removed from vessels to hospitals for treatment.

Arrangements have now been perfected at practically every port in the district whereby the medical examination of arriving seamen is conducted by officers of the United States Public Health Service at the time the vessel is boarded for quarantine inspection. A memorandum is made by the examining surgeon of every certificate which will later be issued and given to the master of the vessel for the information and guidance of the boarding officer. As soon as the vessel is docked it is boarded by an immigration officer who examines all officers and crewmen in accordance with the law and regulations, directs the removal to the hospital for medical treatment of all hospital cases, arranges for the issuance of seamen's identification cards, and issues such instructions as may be deemed appropriate and necessary.

The adoption of Form 689, "Statement of master of vessel regarding changes in crew prior to departure," has greatly simplified the matter of securing the required data regarding changes in crews. Much confusion resulted from the attempted use of the old Forms 682 and 684, the principal error being the use of the wrong form in reporting transactions. At the principal ports and subports in the district arrangements have been made with the customs officials whereby vessels will not be cleared until a certificate from an immigration officer is presented to the effect that all provisions of the immigration laws and regulations have been complied with. This method has proved very satisfactory to the masters of vessels, agents, and this service, as it is a mutual protection to all concerned. Fairly accurate records are being secured regarding all arriving and departing seamen; the exceptions are the unexpected changes in crew made at the very last moment before sailing, but in most instances the masters make supplemental reports in such cases and send the reports back by the pilots. In connection with the handling of seamen this office has the most active and hearty cooperation of practically all steamship agents, masters of vessels, customs brokers, and the various consuls.

Relative to deserting Chinese seamen, it was ascertained by correspondence that a number of such aliens who deserted vessels in this district reshipped foreign at ports in other districts.

STOWAWAYS.

There were 70 arrivals of stowaways, 31 of whom were admitted and 39 debarred.

During the past year a number of American citizens, mostly young men, arrived at ports in this district as stowaways, usually from Mexican or European ports. Those arriving from Mexico are always closely questioned to ascertain whether they are draft evaders, while those arriving from European ports are questioned with a view of determining whether they may have deserted the American Army in France or elsewhere. Where there was the slightest suspicion of either, such persons were invariably turned over to the officials of the Department of Justice for further investigation and such action as might be deemed appropriate.

Four stowaways, who apparently landed without the officers of the vessels on which they arrived being aware of their presence, were apprehended and deported.

ESCAPES OF ALIENS FROM VESSELS AND STATIONS, EXCLUSIVE OF SEAMEN.

In September, 1919, the acting Chinese inspector in charge at New York advised that eight Chinese, who were under arrest in the district of Pennsylvania, had been permitted to reship foreign from New York on a British steamship sailing for Calcutta and Singapore, via ports in this district. The vessel carried other Chinese crew; and, while in port at Beaumont and Sabine, Tex., in this district, 5 Chinese members of the crew deserted, of whom 2 were among those permitted to reship at New York. Every effort was made by officers of this service to apprehend all the deserters. Two were found by local officers at Sabine, both of whom agreed to return to and depart with the vessel. One of the 2 last mentioned was 1 of the 8 permitted to reship from New York. None of the other 3 deserters has been found.

There was an escape of an Italian stowaway at this port. The usual fine was imposed and collected. In addition thereto, a stowaway ordered deported and sailing from one of the other ports in the district escaped at this port. He was later apprehended and, despite the institution of warrant proceedings for his deportation, was permitted to reship foreign.

The escape of a Polish stowaway from the hospital room aboard ship, placed there by the master for safekeeping, is recorded. He was apprehended, however, whereupon warrant proceedings were instituted. Recommendation was made that the warrant be canceled and the alien released, final disposition being awaited.

FINANCIAL AFFAIRS.

The amount of head tax collected was $3,192, to which may be added administrative fines collected aggregating $730 and fines totaling $1,510 pending at the close of the year.

There were no prosecutions under the provisions of section 32 of the immigration act.

In this connection it may be stated that the previously described arrangement, whereby clearance of vessels will not be granted until all requirements of the immigration law and regulations have been complied with, has greatly reduced the number of fines assessed.

ALLOTMENT.

The allotment granted this district amounted to $5,175, the disbursements equaling $5,439.39.

CRIMINAL CASES.

One prosecution was undertaken against a crewman for assisting an alien stowaway, and another against a steamship company for permitting the escape of an alien stowaway. The latter was apprehended, however, with the result that deportation proceedings have been instituted.

WHITE-SLAVE MATTERS.

A number of cases of the sexually immoral class were investigated, but none of unusual interest were found. A Mexican prostitute of a rather vicious type was deported from Houston. An attempt was made to institute habeas corpus proceedings in her case, but the effort was not successful. Another Mexican alien entered the United States surreptitiously near one of the border ports, bringing with him a woman for an immoral purpose. Both were apprehended and deported. The matter of instituting criminal proceedings against the man was referred to the United States district attorney, who advised against it.

There are a number of warrants of arrest now pending for women of this type, but their present whereabouts is unknown to this office.

CONTRACT LABOR.

There is no section 24 inspector stationed in this district. All investigations in contract-labor cases are conducted by the regular inspectors. There were approximately 125 cases investigated of Mexican laborers imported under departmental exceptions. Of this number 40 voluntarily returned to Mexico, their departure being verified by immigration officials in each instance. Ten were deported on warrant proceedings, and the expense incurred in connection therewith collected from their respective importers. Several were admitted to the United States upon payment of the usual head tax, others disappeared and their present whereabouts is unknown, and the remaining cases are still pending.

Aside from the above-mentioned cases of Mexicans imported under departmental exceptions, there were but 12 contract-labor cases investigated in this district during the past year. Practically all of these were of Mexican aliens applying for admission at border ports going to destinations in this district. So far as is known none of the cases developed facts sufficient to justify prosecution of the alleged importers.

WORK OF THE MEDICAL OFFICERS.

As stated in previous reports, the work of medical officers has been greatly augmented by the operation of the immigration act of February 5, 1917, which requires a much stricter examination of alien seamen. These officers willingly performed all duties required of them, and their cheerful cooperation with this service has been very helpful and satisfactory to this office.

SMUGGLING OPERATIONS.

While a careful watch was kept throughout the year for any indications of smuggling, no such matters came to the attention of the service; and it is believed that no such operations have gone on in this district during the fiscal year.

SOCIETIES FOR THE BENEFIT OF ALIENS.

No societies for the benefit of aliens have operated in this district during the past year, except that the Methodist Episcopal Church South has maintained a port missionary at Galveston.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

There are no settlements of aliens of particular races within this district. There are several places where Japanese have settled and are engaged in farming operations, but not in such numbers as to form distinct communities.

CHINESE PREINVESTIGATION MATTERS.

Of the 8 cases considered, 2 of which concerned natives and 6 sons of natives, 7 have been disposed of, return certificates having been granted, and the remaining 1 is pending.

At the request of the New Orleans office an investigation was conducted at Houston, Tex., to determine whether fraud had been used by a Chinese who had been preinvestigated at New Orleans and granted a return certificate as a merchant. A Chinese alien was granted privilege of transit at El Paso, Tex., to Tampico, Mexico, through this port.

INVESTIGATIONS.

One hundred and sixty-two investigations were conducted in connection with cases of aliens applying for entry, or after admission temporarily, or on bond; 310 investigations in warrant cases, 65 in naturalization matters, and 125 in other matters.

There were 3 applications for admission of Chinese and 8 preinvestigations for the same race; 11 investigations were made in warrant cases.

STATION AND EQUIPMENT.

As stated in previous reports, the immigration station on Pelican Spit was badly damaged by the tropical hurricane of August, 1915, and because of the fact that during the war the building was not needed for immigration purposes only temporary repairs were made. In January, 1916, quarters were secured and the office force moved to the sixth floor of the American National Insurance Co. building, in Galveston proper, in the center of the business district, where the service still maintains its headquarters for the district. In October, 1916, the use of the immigration station building was tendered to and accepted by the Secretary of the Treasury for use of the United States Coast Guard Service. The formal transfer, however, was not consummated until November 14, 1918. The station is not now occupied or used by this service, except to store a large amount of extra furniture and equipment.

Should future conditions require the use of same, the writer has under consideration the rental of a large three-story brick structure in the down-town section of Galveston proper, very near both Union Station and the wharf, which can be remodeled and converted into a sanitary and strictly up-to-date immigrant station.

PERSONNEL.

It affords me pleasure to state that with few exceptions the various officers and employees have performed their duties willingly, faithfully, and efficiently. Their efforts have resulted in a satisfactory administration of the affairs of the district during the past year. The relations of this office with all other branches of the Government service are most cordial and pleasant.

The very gratifying information has been received that effective July 1 there will be a number of increases in compensation. In each individual case it was both merited and much appreciated. This action will do much toward the elimination of a growing dissatisfaction and discontent on the part of many of the employees who have felt that the salaries paid them were not in proportion to salaries paid men in commercial life, and who because of the high cost of living have found it very difficult to live within their means.

There is an imperative need for additional help in the district at the present time; but as the matter will be submitted to the bureau in detail in the very near future, no extended mention will be made of it in this report.

PASSPORT-PERMIT WORK.

During the year 26 aliens applied for permits to depart. 10 of these applications being verbal. Six subjects of Germany were refused permits—3 to go to Germany, 2 to the Isle of Pines, and 1 to Mexico.

COMMISSIONER OF IMMIGRATION, SAN JUAN, P. R., IN CHARGE OF DISTRICT NO. 21, COMPRISING PORTO RICO.

APPLICATIONS.

Of the 2,582 aliens who arrived from foreign ports in this district, 2,530 were admitted, 570 of whom were immigrants and 1,960 nonimmigrants. There were also admitted 7 nonimmigrant aliens whose cases were left pending at the close of the last fiscal year. Of the 242 aliens who arrived from the insular possession, Virgin Islands, 238 were admitted, 30 of whom were immigrants and 208 nonimmigrants. Of the 930 aliens who arrived from the mainland of the United States, 26 were classed as immigrants and 904 as nonimmigrants.

Of the 2,756 aliens who sailed from ports of the island for foreign ports, 647 were emigrants and 2,109 nonemigrants. Of the 200 aliens who departed for the Virgin Islands, 26 were emigrants and 174 nonemigrants. Of the 854 aliens who left for the mainland of the United States, 13 were classed as emigrants and 841 as nonemigrants.

Of the 5,907 citizens who departed for a foreign destination, 2,978 were emigrants and 2,929 nonemigrants. Of the 515 citizens who left for the Virgin Islands, 2 were emigrants and 513 nonemigrants. The 8,910 citizens who departed for the mainland of the United States were all nonemigrants.

DETENTIONS.

Of the 2,824 aliens who arrived during the fiscal year at ports of this district from foreign and the insular possession, Virgin Islands, 2,304 were admitted on primary inspection, 520 detained, and of these 208 released after secondary examination.

There were 312 aliens examined by boards of special inquiry; 257 were admitted, 48 excluded, and the cases of 7 are still pending.

EXCLUSIONS AND APPEALS.

Of the 2,824 aliens who arrived during the fiscal year from foreign and the Virgin Islands, 48 were excluded by boards of special inquiry and 20 filed appeals.

Five of the excluded aliens were admitted on appeal, 2 unconditionally under provisos 7 and 9 of section 3, 1 on a public-charge bond, 1 temporarily without bond, and 1 temporarily on a public-charge bond.

With respect to 12 aliens the excluding decision of the board was affirmed and the cases of 3 aliens are still pending on appeal. In the cases of 4 aliens, with respect to whom the excluding decision of the board of special inquiry was affirmed, the department authorized departure to the country of nativity or citizenship in lieu of deportation, and they were, therefore, accounted for, for statistical purposes, as deported in conformity with section 20.

Of the 48 aliens excluded by boards of special inquiry, 37 have been actually deported, 3 are awaiting deportation, 3 are still pending on appeal, and 5 have been admitted on appeal.

DEPORTATIONS.

Of the 2,824 aliens arrived from foreign and the insular possession, Virgin Islands, 37 were actually deported, of whom 33 had arrived from foreign and 4 from the Virgin Islands.

In addition to the 37 aliens who had arrived during the fiscal year, there were also deported 2 nonimmigrant aliens whose cases had been pending from the previous year.

There were further deported 7 aliens under warrant procedure, of whom 6 had entered without inspection through false and misleading statements and were persons likely to become public charges at the time of entry, and 1 had been convicted of a crime involving moral turpitude, namely, counterfeiting. The last-named alien had served a term of two years in the Federal penitentiary at Atlanta, Ga. Two additional warrant cases have been canceled, and one case is pending, the alien not having been apprehended.

DETENTION QUARTERS.

There is no detention station at the port of San Juan nor at any of the subports of the island. Detained aliens are placed by the steamship companies in hotels, and when necessary under guard, the latter to be approved by the commissioner with respect to aliens detained at San Juan and by the immigrant inspector with regard to aliens detained at subports. This method has worked satisfactorily ever since its adoption in 1913, only one alien having escaped since that time.

ALIEN SEAMEN.

There were examined during the fiscal year at ports of the island 17,349 arriving alien seamen, 612 of whom were furnished with seamen's identity cards, "Form L." There were also seamen's identity cards furnished to 179 American citizens arriving as crew members from foreign ports.

There deserted during the fiscal year 32 alien seamen. Of the 32 deserters, 17 voluntarily presented themselves for examination, 12 being permitted to reship foreign in accordance with their application and 5 being regularly admitted.

With respect to 2 alien seamen who had deserted their vessels, warrants of arrest were applied for, but the aliens reshipped foreign before warrants were served. Of the total number of deserting seamen there are, therefore, only 13 unaccounted for, all of whom it is believed have reshipped in pursuit of their regular occupation.

Fifty-nine alien seamen applied for regular admission at ports of the island during the fiscal year, 53 of these at San Juan, 1 at Ponce, and 5 at Mayaguez. Of these, 56 were admitted and 3 deported, the latter being illiterates.

One hundred and ninety-four alien seamen arriving from foreign at ports of the island during the fiscal year were permitted to land for the purpose of reshipping foreign, namely, 174 at San Juan, 5 at Ponce, 1 at Guanica, 12 at Mayaguez, and 2 at Fajardo.

In addition, 27 alien seamen were landed for hospital treatment at ports of the island during the fiscal year, namely, 24 at San Juan, 2 at Ponce, and 1 at Guanica. Three were certified for loathsome or dangerous contagious diseases.

Of the 27 alien seamen given hospital treatment, 22 reshipped foreign after a cure had been effected, 1 died, and 4 are still in the hospital.

There were issued during the year 32 medical certificates against alien seamen, 27 being landed for hospital treatment, 1 being detained aboard the vessel, and 4 being regularly admitted; the latter suffered from minor physical defects not affecting their ability to earn a living.

STOWAWAYS.

During the fiscal year 11 stowaways arrived at ports of the island from foreign, 5 of whom upon examination were found to be American citizens and 6 aliens. Of the latter, 2 were detained aboard the vessel on which they had arrived, as they had no desire to apply for admission, and 4 were examined by boards of special inquiry and excluded. With respect to 3 of them the cause of exclusion was stowaway and likely to become a public charge, and 1 was excluded as a stowaway and illiterate. All 4 stowaways were deported.

HOSPITAL TREATMENT.

One alien passenger, who had been excluded by a board of special inquiry on account of tuberculosis of the lungs, was given immediate hospital treatment for humane reasons.

He was still at the tuberculosis hospital at the close of the fiscal year, but on July 4 had sufficiently recovered to be deported in the care of a physician and nurse to his home in Santo Domingo.

FINANCIAL AFFAIRS.

During the fiscal year head tax in the total amount of $12,312 was turned into the permanent fund of collections.

The sum of $24, representing head tax erroneously assessed in three cases and turned into the permanent fund of collections, was refunded under department order from the appropriation "Expenses of regulating immigration, 1920."

The sum of $540 was covered into the Treasury, being the total of administrative fines pending from the previous fiscal year. Fines amounting to $2,740 were assessed during the present year, $340 having been paid, and $1,170 ordered refunded. The total amount of fines now pending is $1,230.

ALIEN CERTIFICATES.

There were 884 alien certificates, Form 546, issued during the year covering 903 alien passengers intending to proceed to the mainland of the United States. Of the latter number only 854, however, actually departed for the mainland before the close of the fiscal year.

NUMBER OF VESSELS BOARDED.

In this district 1,088 vessels were boarded during the year in the interests of the Immigration Service, as compared with 941 in the preceding year. Of

these, 601 arrived at San Juan, 100 at Guanica, 101 at Mayaguez, and the remainder at the smaller ports.

There were 2,537 admissions of aliens from foreign during the year.

Only 570 of these were immigrants, which represents about 29 per cent of the total number of aliens admitted. The character of immigration on the whole was of a high order, especially with regard to arrivals from European countries. This undoubtedly is due to a considerable extent to the continuation of the travel control enforced under State Department regulations. The immigrants were principally persons in the prime of life and from every point of view well fitted for self-support. Financial y the immigrants made a better per capita showing even than last year, when in this respect they were far above the average.

The 238 aliens admitted during the year at ports of Porto Rico as coming from the insular possession, Virgin Islands, were as in years past principally African blacks and West Indians from near-by islands under foreign control who had passed in transit through ports of the Virgin Islands en route to Porto Rico and the mainland of the United States. Only 30 immigrants arrived from the Virgin Islands, and practically all of these remained in Porto Rico, where there is a good demand for laborers and domestic servants speaking English.

FINANCIAL CONDITION OF ALIENS.

The 2,537 aliens admitted into Porto Rico as coming from foreign during the year had in their possession money in the total amount of $1,214,446, divided as follows: 570 immigrants, $92,943, or $163.01 per capita; 1,967 nonimmigrants, $1,121,503, or $570.16 per capita.

CONTRACT LABORERS.

The inspection officers and boards of special inquiry have during the year exercised the greatest care with a view of an effective enforcement of the contract-labor provisions of the immigration law. There were, however, only 8 aliens excluded and deported as contract laborers. Arriving aliens, especially those coming from Spain, are uniformly so well informed on the contract-labor provisions of the immigration law that boards of special inquiry find it very difficult to secure sufficient evidence for exclusion. There are no section 24 inspectors attached to this district who might investigate cases of suspected contract laborers who are admitted upon arrival on account of lack of evidence to exclude. The regular force of inspection officers is at all times fully occupied with the examination of arriving passengers and crewmen and can devote no time to the investigation of suspected contract laborers who are scattered throughout the island. The 8 aliens deported during the year as contract laborers represent 1.29 per cent of the total number of alien immigrants arrived from foreign and the insular possession, Virgin Islands.

ILLITERACY.

During the year there were excluded by boards of special inquiry 8 illiterate aliens, 7 of whom were actually deported and 1 admitted on appeal under section 3, proviso 7. Among the 7 illiterates who were actually deported there were 3 seamen who had applied for regular admission and 1 stowaway. Of the 8 illiterates excluded by boards of special inquiry 4 had arrived as passengers, and 4 fines were assessed against the transportation companies bringing them.

Of the fines 3 have been refunded and 1 is still pending.

Thirty-one illiterates who arrived during the year at ports of the island as transit passengers were permitted to proceed to their final destination after arrangements had been made for departure in accordance with the provisions of rule 9, subdivision 2.

No detailed record has been kept in this district regarding illiterate seamen arriving and departing in pursuit of their calling. It is estimated that of the 17,349 alien seamen examined at the time of arrival, approximately 9 per cent were illiterates.

MEDICAL EXAMINATION.

There were medically inspected at ports of the island during the year 20,173 aliens, of whom 17,349 were seamen, 2,582 passengers arriving from foreign, and 242 passengers arriving from the insular possession, Virgin Islands.

There were issued during the year 41 medical certificates against alien passengers and 32 against alien seamen.

Of the 41 medical certificates against alien passengers, 6 were for major mental and physical defects and 35 for minor physical defects, 3 of the aliens involved having been deported, 2 admitted, and 1 excluded awaiting deportation.

The medical inspection at the port of San Juan, where during the year there were examined 11,777 alien seamen and over 2,000 alien passengers, was conducted by one medical officer, who is also connected with the Public Health and quarantine services. The time of the medical officer being divided among three assignments, the inspection of alien seamen and passengers can not be entirely satisfactory, because the medical officer, in spite of his best efforts, frequently can not devote such time and care to the examination of aliens as is necessary for a proper enforcement of the immigration act.

The commissioner urgently recommends that a medical officer be assigned to this port exclusively for immigration work.

PASSENGER SHORE LEAVE.

During the fiscal year 982 alien passengers arriving at ports of the island from foreign were granted shore leave, as against 160 in the previous year.

In all cases where shore leave was granted the aliens had to comply in every respect with the requirements of the immigration laws, State Department regulations, and the act of May 22, 1918.

OFFICE QUARTERS.

The office quarters at San Juan are located on the third floor of the Federal building and modernly equipped in every respect. Although consisting of but four rooms, they are quite adequate for the transaction of public business, since it is no longer required, as in the previous year, to use one-half of the office space for the conduct of the passport permit work. At the subports immigration offices are located in the customhouses, and they are, without exception, amply large and well equipped.

PROSECUTIONS.

One case against the master of a British vessel and one against an American vessel for violations of section 32 of the immigration act were dropped.

Prosecutions were instituted against 10 persons for violation of various Federal laws, as a result of reports made by this office.

ANARCHISTS AND RADICALS.

There were in the district of Porto Rico during the past fiscal year no arrests or deportations of alien anarchists and members of radical classes.

HABEAS CORPUS.

On April 27, 1920, a Spanish alien, who had been excluded by a board of special inquiry as an assisted alien and contract laborer and whose exclusion had been affirmed upon appeal, petitioned the District Court of San Juan for a writ of habeas corpus. The court denied the writ and the alien was deported June 10, 1920, in conformity with the department's decision.

PASSPORT PERMIT AND CONTROL ACTIVITY.

The permit offices established November 1, 1918, at San Juan, Mayaguez, Guanica, and Ponce were continued during the fiscal year. At San Juan and Guanica regular officers of the service acted as permit agents, and at the other two ports immigrant officers (excepted), who were also customs officers.

From July 1, 1919, to February 9, 1920, immigrant inspectors acted as permit agents for aliens, and also during that time were charged with the issuance of identity cards, Form J, to American citizens for travel to Santo Domingo. On February 9, under instructions from the Secretary of State, officers of the gov-

ernment of Porto Rico took charge of the issuance of citizens' identity cards, Form J, and immigrant officers from that date on had to deal only with applications of aliens. There were issued during the year 2,718 identity cards (Form J) to American citizens traveling to Santo Domingo and 5 applicants were refused cards.

There were received at the four permit offices of the island 189 new applications for alien permits to depart. Of these, 179 were granted, 5 refused, and 5 were pending at the close of the fiscal year. Twenty-five applications pending from the previous year were disposed of, making a total of 214 applications, covering 325 aliens considered during the year, 315 of the aliens involved being authorized to depart.

CONTROL ACTIVITY.

Immigrant inspectors in Porto Rico as control officers under the passport regulations examined during the year 25,927 persons arriving from foreign and the insular possession, Virgin Islands.

Of the 7,078 passengers arriving from foreign and the Virgin Islands none had to be detained under State Department regulations, the 520 detentions made during the year being solely for immigration causes.

Of the 17,349 alien seamen arriving from foreign about 60 per cent were detained aboard ship, principally on vessels arriving from European ports. No seaman was granted shore leave unless he was in possession of the documentary evidence required under State Department regulations and unless the inspection officers were fully satisfied that the alien's coming ashore would not be detrimental to the interests of the United States. The greatest possible care was exercised to prevent the illegal landing of seamen of the anarchistic and radical classes.

Two alien seamen, who had been detained aboard ship, escaped from their respective vessels, were arrested under the act of May 22, 1918, but were discharged by the court. Immediately after their release they reshipped foreign.

The number of American seamen arriving from foreign is estimated at 1,500.

PERSONNEL.

The officers and employees of this district have performed their duties with loyalty and commendable efficiency. They have at all times willingly and cheerfully fulfilled their assignments, although frequently called upon to work exceedingly long hours, under trying circumstances. Owing to the exceedingly high cost of living in Porto Rico, they could barely exist on their salaries.

SUGGESTED AMENDMENTS TO IMMIGRATION LAWS, RULES, AND REGULATIONS.

As pointed out in the last annual report, Porto Rico and the Virgin Islands of the United States are foreign to each other under section 1 of the present act, although less than 50 miles distant from each other and notwithstanding the fact that the social and economic conditions of the two insular possessions are closely interwoven. The commissioner begs to suggest that the immigration law should be amended at an early date so as to do away with this anomaly.

The commissioner further begs to repeat his recommendation contained in the last annual report that provision should be made for the exemption from payment of head tax of aliens having a bona fide residence in Porto Rico or the Virgin Islands of the United States, who, without relinquishing such residence, visit West Indian Islands under foreign control, for a temporary period of less than six months. This would place alien residents of the insular possessions on a par with alien residents of the mainland, who, for social or business reasons, may visit Canada, Newfoundland, Cuba, or Mexico and return to the United States without payment of head tax, provided they have been absent less than six months. The social and economic life of the insular possessions is closely connected with that of the West Indian Islands under foreign control and it would for this reason seem but just and fair to make the provision indicated.

COMMISSIONER OF IMMIGRATION, SAN FRANCISCO, IN CHARGE OF DISTRICT NO. 18, COMPRISING NORTHERN CALIFORNIA AND NEVADA AND THE ANGEL ISLAND IMMIGRATION STATION.

APPLICATIONS.

The total number of alien applicants for admission examined at this port during the fiscal year ended June 30, 1920, was 23,044, of which 22,853 were new applications, there having been 191 cases pending at the close of the previous fiscal year. Of these, 22,698 were admitted, 190 were debarred, and 156 were still pending on June 30, 1920. Included in the 190 debarred are 35 Chinese persons found to be inadmissible under the provisions of the exclusion laws. Of those applying, 8,594 were Chinese, 6,367 were Japanese, and 7,892 belonged to other races.

The foregoing figures do not include any passengers landed as citizens of the United States, or any coming from the insular possessions of the United States, or any in transit by water, but do include all other transits, among whom are 6,855 Chinese in transit under bond, of whom 43 were debarred.

In addition to the above, there were 1,199 new applications for admission as American citizens of the Chinese race, of which applicants 1,118 were admitted, 15 debarred, and 1 died prior to the determination of his status, leaving 65 cases pending at the close of the year. Thirty-eight cases of this class were pending at the close of the fiscal year 1919.

As was expected, applications for admission into the United States have been continually on the increase since the termination of the war. During this fiscal year there arrived, in excess of those reported for the fiscal year ended June 30, 1919, 3,521 Chinese, 762 Japanese, and 371 of other races. During the year there were 881 of the 2,943 female Japanese arriving classed as "picture brides," as compared with 570 arriving last year, and they have come in greater numbers since the Japanese Government determined on refusing the issuance of passports to this class of aliens after February 29 of this year. While a considerable number of "picture brides" have arrived since the date on which issuance of passports was to cease, it is our understanding that the Japanese Government had made provision for permitting the departure for a period of six months from February 29 of all those "picture brides" who had complied with the necessary requirements in contracting marriage prior to that date. There is such a universal sentiment in this State against the admission of Japanese into the United States that it would seem that legislation should be considered looking to at least the exclusion of Japanese laborers under an act similar to that applicable to Chinese, as from our experience it seems warranted to assume that the "gentlemen's agreement" in no wise will make possible the exclusion of this class of immigrants.

In several cases where Japanese sought admission for their wives and children, and could not prove their own legal admission, thereby establishing lawful domicile, applicants were excluded and appeals taken to the department, where they were dismissed, when writs of habeas corpus were immediately obtained, and recently Judge Dooling, before whom the cases were heard, decided that the action of the board of special inquiry was erroneous for the reason that the "gentlemen's agreement" had no standing in law, and if the alien was found to be admissible under the general immigration law it was the duty of this service to admit.

DEPORTATIONS.

Service of 115 warrants of arrest was attained as a result of the investigation of 196 cases, 58 additional having been considered. Cancellation of warrants of arrest occurred in 3 Chinese cases and deportation of an alien of the same class was effected. Out of 7 warrants served on Japanese persons, 3 were canceled, and the remaining 4 were followed by orders of deportation. Action on the other cases is as follows: 105 arrest warrants served, 62 having been canceled; final decisions canceled 15 warrants of deportation which had issued, leaving 98 executed, 8 of which involved anarchists and other radicals.

The immigration law should be amended so as to attach the same penalty to those of the criminal class who return to the United States as applies in the cases of those of the immoral class. This for the reason that many of this class of criminals, especially those who have been deported to Mexico, soon return and become public charges through continuation of their criminal inclinations.

ANARCHISTS.

During the year 39 warrants were issued in connection with aliens of the anarchist or radical class, and of this number 5 have been deported, 31 cases were canceled, and 3 are still pending. The greater number of these arrests were the result of a raid on a Communist Labor Party headquarters in this vicinity by the officers of the Department of Justice. The principal reason for the cancellation of warrants was that it was decided by the Department of Labor that mere membership in the Communist Labor Party was not sufficient to warrant deportation.

SEAMEN.

A total of 691 vessels were boarded, alien seamen to the number of 31,687 were examined during the year, and seamen cards issued to 11,717. In 213 instances head tax was paid by the vessel, in 238 by the applicant, and there were 386 desertions, of which 135 were Chinese, 85 Japanese, and 53 Javanese, the others being Europeans. During the fiscal year 99 crewmen were certified for loathsome or dangerous contagious diseases, 71 of whom were sent to hospital for treatment.

Your attention is solicited to the 135 Chinese desertions as compared with the number of Chinese deported under the immigration and Chinese-exclusion acts—124—of which latter number 43 were transits who were deported on account of having dangerous contagious diseases, which leaves but 81 who were excluded and deported. This demonstrates the flagrant advantage that is being taken by not only Chinese, but also Japanese, of the consideration they are entitled to under the seamen's act. If some legislation is not immediately enacted the abuses already being practiced will entirely nullify the purposes of the Chinese-exclusion act and other laws and agreements, by the desertions of Japanese, Javanese, and other orientals. It is believed that the desertions are greatly in excess of the number specified, for the reason that on several occasions when captains reported desertions and afterwards a check of their crew was made, a considerably larger number than was reported was found to have actually left the vessel.

The force is inadequate to make possible the checking of all vessels prior to departure, and only when physical opportunity presents itself is this done, invariably with the result above stated.

PASSPORT-PERMIT WORK.

Although the restrictions on permits were dispensed with last July when only alien enemies and aliens whose nationality was doubtful were not granted passports but were required to file applications for permission to depart, 320 of said applications were passed on. Certificates of identity for insular travel were issued—110 to Filipinos, 93 to Americans, and 5 to Koreans. On telegraphic instructions from the Department of State, 84 permits were granted to Germans for travel to the Philippines.

STOWAWAYS.

There was a total of 37 stowaway arrivals, 13 of whom were admitted and 24 debarred, the latter including 1 Chinese and 14 Japanese persons.

While the number of stowaways is comparatively small when considered with the large numbers of passengers and crewmen arriving at this port, it is thought that, with an efficient force of officers to properly cover arriving vessels, a considerably greater number of stowaways than those reported or brought to the attention of this office would be found seeking entry by this means. If the masters of the vessels or other officials of the steamship companies were penalized for bringing stowaways into the United States no doubt greater precautions would be taken to prevent the abuses being practiced. In many instances the officers of the vessel have failed to report the presence of stowaways aboard, and they were only discovered through the diligence of our officers. When such is not the case the alien will effect entry without even our knowledge of his presence aboard.

ESCAPES OF ALIENS FROM VESSELS.

During the year two Japanese passengers in transit to South America and two Japanese in transit to Peru escaped from vessels which called at this port, and one Mexican escaped from the vessel on which he was being deported to

Mexico when she touched at Wilmington, the port of call on her way. It is understood that after breaking the door of the quarters in which he was confined, he jumped overboard and swam ashore. One Chinese transit passenger destined to Habana, Cuba, escaped from this station, presumably through connivance with Chinese who were visiting him, and on whose pass he probably returned. An Australian stowaway escaped from the detention shed and was rescued in the bay by a launchman who found him clinging to a plank. He was returned to the station and then placed in the county jail of San Francisco for safekeeping until the departure of the vessel on which he is to be deported.

FINANCIAL AFFAIRS.

During the fiscal year just closed, a total of $93,080 in head tax was collected, which is greater by $5,240 than the amount collected during the previous year.

ALLOTMENT.

The bureau allotted for the expenses of this district, exclusive of salaries, transportation, and refund of head tax, the sum of $45,000 at the beginning of the fiscal year. This amount was subsequently increased to $55,000. Adding to this amount a deficit of approximately $5,700, which existed at the end of the year, it is found that $60,700 was required for operating expenses in this jurisdiction. The estimate submitted by this office was $61,600, which amount the bureau subsequently reduced. If all improvements allowed for in office estimate had been made, said estimate would have been greatly exceeded. All repair and improvement work postponed during the fiscal year just ended will necessarily cause a considerable drain on our allotment for the ensuing fiscal year.

AMOUNT REQUIRED FOR ALLOTMENT.

As representing the minimum amount required for the allotment of this district for the ensuing fiscal year, the sum of $88,000 was requested. When it is borne in mind that with the most rigid economy being exercised $61,000 was required for the expenses of this district, exclusive of transportation, salaries, and refund of head tax during the year just ended, the sum requested for the coming year is considered extremely low. The item of fuel oil alone will require one-half of the allotment, possibly more, as the oil companies in this vicinity are entering into no contracts and no definite estimate can therefore be made as to the probable cost of this item. Among the principal necessary expenditures for the coming year which were not incurred during the last year might be mentioned: Painting all buildings at Angel Island, which are now in a state of deterioration for want of paint, $5,000; constructing an addition to the fireproof vault, the present vault not now holding all the alien manifests and Chinese records of this port, $5,000; overhauling the water barge, $2,500.

The present water barge may not be worth repairing, in which event it will be necessary either to have a new one constructed or to sink another well on this reservation so that an independent water supply may be had. It is probable that with another well here no water would have to be secured from the Marin municipal water district.

Our stocks of lumber, paints, oils, and plumbing supplies are very low and will have to be replenished during the next six months.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

All but one of the six cases now pending before the commissioner are aliens now serving time in the various State penitentiaries, and whose hearings before the commissioner will not be had until they have served their sentences or are released on parole.

CIVIL SUITS.

The one case pending from last year is still unsettled. No new cases arose.

CRIMINAL CASES.

The 14 cases pending from last year and the 1 new case which arose remain undisposed of.

As stated in last year's annual report, the cases of Lee U. Ong and Theodore Kaphan were pending on appeal to the United States Circuit Court of Appeals.

On April 17 the Circuit Court of Appeals filed its mandate in the Kaphan case, affirming the judgment of the district court, and Kaphan is now serving his two years' sentence at McNeil Island. On May 8 the same court handed down its mandate affirming the judgment of the district court in the case of Lee U. Ong, who is also serving a sentence of two years at McNeil Island. These are the last of the criminal cases arising as a result of the investigation at this station made by Mr. Densmore and his corps of officers.

In the case of United States v. Moy Ni Food and Lee Moon, indicted for conspiracy to obtain from the commissioner of immigration at this port favorable indorsement of a merchant's return certificate for Moy Ni Food, the defendant Lee Moon died some months ago, and Moy Ni Food being the only defendant remaining in the conspiracy, it is the intention of the United States attorney's office to file a nolle prosequi in this case. Moy Ni Food, however, was returning from a visit to China and was refused admission. He is now out on bond, and his surrender will be required as soon as the case is disposed of in court.

In the case of James Butt, alias Wong Sing, referred to in last year's report, he was again indicted July 11, 1919, for a violation of section 8 of the act of February 5, 1917. On September 6 his attorney filed a motion to quash the indictment, which, after argument, was granted by District Judge Rudkin on December 12, 1919. On January 7, 1920, the case was taken to the United States Supreme Court on writ of error, and the case is now pending there.

CRIMINAL CASES (INVOLVING ALIENS OTHER THAN CHINESE).

The one case pending from last year remains undecided, and no new case has arisen.

WRITS OF HABEAS CORPUS APPLIED FOR.

Applications for writs of habeas corpus numbering 24 involving Chinese persons arose during the year, and 27 remained pending from the previous fiscal year. Twenty-seven cases were disposed of, leaving 24 to be acted upon. In addition there arose 32 new applications concerning aliens other than Chinese, and 5 cases were pending from last year; 31 of the foregoing cases were disposed of and 6 remain pending.

Of the 18 cases now pending in the district court there are several which were reported as pending at the close of the last fiscal year, among them being four Swatow Section Six Merchants. The Quan Hing Sun case has been ordered reheard before a board of special inquiry, thus disposing of all the cases in which the question of the alien's right to hearing before a board of special inquiry where citizenship was involved is concerned. Of the six cases reported as terminated unfavorably to the department four were cases in which this very question was involved and in which rehearings have already been given the aliens as directed before a board of special inquiry in conformity with a Circuit Court of Appeals decision in the Quan Hing Sun case.

There were 29 cases decided in favor of the Government during the past year and 29 cases decided agninst the Government. Of this latter number, however, 23 cases were those of Japanese photo brides coming to join their husbands who could not show a lawful entry into the United States.

There has been a large increase over last year in the number of new petitions for writs of habeas corpus, 56 new writs having been applied for.

WHITE-SLAVE MATTERS.

During the year 14 warrants of arrest were issued for persons of immoral character, 6 being of Chinese nationality and 8 Europeans. Eight of these cases are still pending, the aliens being at large on bond; 2 have not been apprehended, and in 2 cases warrants were canceled and 2 were deported. In addition there were 2 cases carried over from the previous fiscal year, wherein the department has not as yet rendered final decision. One particularly flagrant case that developed was that of a French woman who brought her 18-year-old daughter here and arranged and permitted immoral relations between her and her mother's paramour. Warrants of arrest were issued for all three, and their cases are still pending in view of the criminal proceedings instituted in the State court upon the same charge as stated in our warrants.

CONTRACT LABOR.

The section 24 inspector at this port had under investigation during the year 26 contract-labor cases. It developed in few instances that the alien

contract-labor law was involved. An exception was one case wherein it was admitted that advertisements had been printed in foreign papers soliciting help by the Metal Trades Clearance Bureau of San Francisco. It is the opinion of the inspector that where aliens might be coming in under contract they are so well coached that it is impossible to prove violations of the law, and in particular he refers to aliens of the Spanish race coming here to work in the canneries.

ALIEN LABORERS TEMPORARILY ADMITTED.

No laborers were admitted at this port under the terms of any of the department circulars permitting the admission of certain aliens for agricultural pursuits.

SMUGGLING.

Heretofore smuggling was confined almost entirely to Chinese. During the year persistent and insistent information, both anonymous and otherwise, has come to this office concerning large numbers of Chinese being smuggled on boats leaving the Orient. On receipt of such information diligent search of the vessels concerned was made, with practically no success in the location or capture of Chinese seeking to gain entrance into the United States by such means. However, it is still believed that the information received was somewhat reliable, and only indefinite as to the manner in which imposition was to be practiced, and that the confusion was caused by the fact that the Chinese, instead of being brought here to be smuggled in, were members of the crew who were to take advantage of the opportunity to gain entry as crewmen by manipulation and use of the seamen's card.

ADMINISTRATION OF RULE 17-A.

There were no cases to which this rule would apply at this station during the year.

SOCIETIES FOR THE BENEFIT OF ALIENS.

The Hebrew Immigrant Aid Society has a representative who looks to the interests of Hebrews in detention, and attends to all matters in their behalf.

The Japanese Association of America has a most competent representative who attends to all details in connection with the interests of the Japanese detained at the station.

A representative of the Woman's Home Missionary Society of the Methodist Episcopal Church visits the station almost daily and devotes herself to the welfare of all aliens in detention, irrespective of race or creed.

Presbyterian, Baptist, Congregational, and other denominations maintain missions and schools in San Francisco in the interests of Chinese, and occasionally concern themselves in individual cases.

CHINESE PREINVESTIGATION MATTERS.

A total of 1,472 Chinese preinvestigations was conducted, 1,427 certificates having been granted, subdivided as follows: Native born, 765; exempt, 502; and laborers, 172. There were 33 certificates denied, 15 covering aliens of the first class mentioned; 8 of the second; and 10 of the third.

INVESTIGATIONS.

Investigations were conducted as follows: Cases of applicants for entry at other ports, 280; of applicants for return certificates at other ports, 43; after temporary admission, 187; after admission on bond, 4; to determine lawful residence, 24; ad interim investigation (prior to arrival of applicants), 310; applicants for duplicate certificates of residence and of identity, 14 and 8, respectively; naturalization matters, 687; applicants for certificates of identity, 1,444.

REPORT OF MEDICAL DIVISION.

The report of the medical officer in charge shows the total number of cases admitted to hospital as 759, apportioned as follows: Japanese, 234; Chinese, 424; Mexicans, 17; and others, 84. A great majority were cured and discharged within a brief period; 269 after a few days detention; and 252

within a week. The largest number of detained were for observation of eyes, 201 being held, and 113 were treated for uncinariasis (hookworm), 99 of these latter being cured and discharged within the first week after their arrival.

The total receipts for the treatment of 5,126 aliens was $6,221.50, as against an expense for conducting the hospital—not including permanent fixtures or any expense except that necessary for the aliens' board and treatment—of $6 920.12, which shows an actual loss of $698.62. It does not seem that this should be borne by the Government when it is considered that the alien derives all the benefits in connection with his treatment; therefore, your attention is directed to a letter from this office under date of March 19, 1920, wherein it is recommended that hospital charges be set at $2 per day for adults and $1.25 per day for children under 12 years of age. This charge would not be exorbitant, and it is recommended that it be made effective.

STATION AND IMPROVEMENTS.

It seems desirable at this time to call the bureau's attention to the constantly increasing cost of maintaining the immigration station on Angel Island. The cost of operating the ferryboats has become almost prohibitive, the price of fuel oil, salaries of boat crews, and cost of overhauling the vessels increasing more and more each year. As set forth in another part of this report, the item of fuel oil alone will require approximately $35,000, or almost one-half of the allotment for this district for the fiscal year 1921, and about one-half of this oil is used on the boats. Furthermore, this commodity is very scarce, and it may be impossible to obtain it at any price.

The only remedy that seems possible is to move the station to the mainland. While the convenience of having the station in a more accessible location is, of course, only a secondary consideration. it is nevertheless an important one. The bureau has been supplied on several occasions with estimates of the initial cost of such a move and its ultimate saving, and while up-to-date figures are not now at hand the annual saving in our appropriation that would result therefrom would be tremendous.

Special consideration is also requested to the conditions surrounding the water supply at this station, which is also mentioned under the caption "Amount required for allotment," with the request that authority issue for the sinking of an additional well, with the idea of eliminating the necessity of securing water from Marin Water Co., and doing away with the conveyance of same by a water barge.

No extensive improvements have been made at this station during the past fiscal year, owing to the limited funds at our disposal. It is trusted, therefore, that this office will have the full cooperation of the bureau when authority is requested for the making of such improvements and alterations as are urgent during the coming fiscal year.

TRANSPORTATION.

The steamer *Angel Island* and the cutter *Inspector* were placed in dry dock during the past year and given a much-needed overhauling. The *Angel Island* has held up remarkably considering the long time she has been in service since she was last dry-docked, and her propeller is badly honeycombed and will probably have to be replaced at an early date.

GENERAL.

The number of Chinese arrivals of all classes applying for outright admission during the year was 3,307, as compared with 2,046 of last year, or an increase of 1,261. The number of departure cases. applications for return certificates as native born, exempts, and laborers, investigated and considered was 1,472, as compared with 641 last year, or an increase of 831. Miscellaneous investigations, such as applications for entry at other ports, for return certificates at other ports after temporary admission, after admission under bond, and to determine lawful residence, ad interim investigations, applications for duplicate certificates of residence, for duplicate certificates of identity, naturalization matters, and applications for certificates of identity are again found

to be materially in excess of the number of similar cases disposed of during the previous year, the total being 1,931, as compared with 1,504, or an increase of 427.

It should be borne in mind that the change of method applied in arrival cases from investigations before one inspector to a board of special inquiry has reduced the relative strength of the inspectors' force more than one-third. However, the increase in the personnel of the Chinese division made from time to time during the past three or four months has enabled the removal of a very serious congestion in all the work in the Chinese division, which condition it is felt can be maintained or even probably improved if the present force is left undisturbed. It is doubtful whether the determination of the admission of Chinese by boards of special inquiry is any advantage over the procedure formerly in practice, when, with one inspector, stenographer, and interpreter, determination could be had in the same or less time required by a board consisting of three inspectors and interpreter. The only seeming benefit is the quick decision in those cases where admission is granted. However, as the records of the board hearings are not written up, shorthand notes are continually accumulating, which in time will assume such proportions that slowing up of our operations will be brought about by the necessity of having transcribed records of former board hearings for reference in cases of applicants arriving. Attorneys stipulate in all cases outside of San Francisco that they will accept the findings of a board of special inquiry based on the evidence taken and report made by a single inspector, as was formerly in vogue, and proceedings are being carried on with this understanding, as it would be absolutely impossible to have a board of special inquiry consider each case in line with the law, rules, and regulations without having all witnesses appear at this station. This situation, when considered with the small number of exclusions effected, would seem to warrant that, if possible, all Chinese be examined under the exclusion law, as was formerly the custom, with the exception of those claiming nativity rights, for the reason that it is our understanding that the court's decision only referred to this class.

While nothing authentic is at hand, it is no doubt true that shortly the arrival of Japanese "picture brides" will be a thing of the past, as it is our understanding that all of this class of aliens were obligated to depart from Japan within six months after February 29, 1920. It is believed that a reduction in the number of Japanese females arriving will be noticeable for a short time. However, there is no reason to conclude from this that such a reduction will be at all permanent, as without doubt Japanese males will return to Japan to contract marriages and immediately bring their wives to this country, and it is thought that the next fiscal year will most probably demonstrate that the number of Japanese females admitted, irrespective of whether or not a considerable portion of them might have been classed as "picture brides," will be as great as the number admitted this fiscal year. Should this prove to be the case, it would seem that if it is undesirable to permit the admission of this class of alien it will be necessary to enact laws to remedy such conditions.

RECOMMENDATIONS AND SUGGESTIONS FOR BETTERMENT OF THE SERVICE AND FOR REMEDIAL LEGISLATION.

Immediate consideration should be given by the bureau to effect legislation and promulgate rules and regulations that will make impossible the surreptitious entry of Chinese and Japanese seamen by desertion or simply failing to return to the vessels on which they are employed after having obtained shore leave by means of their seamen's card of identification. If bond were required for shore leave, as was formerly the custom, there is no doubt that much of this imposition would be eliminated. In furtherance of this subject see comment under caption "Seamen" in this report.

From time to time we have called to the attention of the bureau the impossibility, on account of an insufficient personnel, of properly guarding aliens at this station and surrounding them with necessary care in case of fire, of checking up crews of departing vessels and guarding them on arrival, or of detailing a sufficient number of men to search vessels for stowaways. There are still five watchmen on furlough, who should immediately be reassigned, and in addition five extra men should be appointed to make possible in a small way the covering of many necessary details and the prevention of many impositions which this office is now obliged to ignore.

PERSONNEL.

It will be seen from the foregoing comment that the business in this district has almost doubled this year, as compared with last year. As the enforcement of the Chinese-exclusion law is the largest part of our business, the bureau will realize the handicap under which we are working with many of the employees furloughed at a time when the work was on the increase. Separation from the service by furlough without notice, and the comparatively low wage standard caused many to resign. Notwithstanding the general willingness to cooperate, which has been manifested by all the personnel, it was impossible to overcome the disadvantage of familiarizing new and inexperienced employees with the work. The policy of assigning lower-paid officers to positions formerly paying higher salaries, and withdrawing the amount represented in the difference in salaries from this district has had a particularly pernicious effect upon the morale of the entire force. The increase of a number of salaries effective July 1 was greatly appreciated, but it is felt that proper consideration was not given the lower-paid employees or those occupying positions at the head of divisions, or those performing work requiring extraordinary qualifications. However, notwithstanding that all that is desired can not always be obtained, it is proper and just to assure the bureau that the entire personnel is trustworthy, honest, and worthy of complete confidence, and the atmosphere is most congenial.

After particularly calling the bureau's attention (as will shortly be done by letter) to the employees who have received no consideration in connection with increase in compensation and those who should have received additional consideration by reason of their exceptional qualifications and duties performed—which it is felt sure will bring about the desired results—this office will have accomplished what it has been striving for—almost perfect service.

COMMISSIONER OF IMMIGRATION, SEATTLE, WASH., IN CHARGE OF DISTRICT NO. 16, COMPRISING THE STATE OF WASHINGTON AND WESTERN CANADIAN BORDER PORTS AND STATIONS.

APPLICATIONS (INCLUDING CHINESE).

A total of 39,200 aliens applied for entry at all ports in district No. 16 during the fiscal year ended June 30, 1920, 37,153 of whom were found admissible and 1,786 debarred. The cases of 147 applicants for admission remain pending at the date of this report, while 7,942 United States citizens returning to resume their residence in this country were admitted. The total number of passengers of all classes examined was 535,843, including the 1,786 aliens who were debarred.

Five hundred and eighty-four aliens of the Chinese race were admitted on primary inspection and 119 by boards of special inquiry; 13 were debarred under the exclusion laws and 175 under the general immigration law. During the year 5,809 Japanese were admitted and 86 debarred. Of those admitted, 4,163 were of the nonlaboring classes and 1,646 were laborers. All of the latter held proper passports excepting 48, 47 of whom were deserting seamen, recorded statistically as admitted aliens. Of the Japanese who were excluded, 25 were laborers without passports.

Aliens numbering 8,569 and 11,611 American citizens, departing, were recorded during the year.

At Canadian border ports 29,276 alien applications for admission were acted upon, with 27,343 admissions and 1,622 rejections. At Canadian seaports 3,254 aliens applied for entrance, 3,243 of these being admitted and 11 excluded.

DEPORTATIONS (EXPULSIONS, INCLUDING CHINESE).

The total number of deportation cases in which departmental warrants were issued was 122, including 19 pending from the previous fiscal year, although 5,531 cases of aliens suspected of being in the United States in violation of the law received consideration by this office.

The deportation of 124 aliens was accomplished, including 62 whose cases were pending from the year 1919. At the close of the fiscal year 122 warrants of arrest remain pending, including 19 from the previous fiscal year.

ALIEN ANARCHISTS AND MEMBERS OF THE RADICAL CLASSES.

Of the 131 cases of this class that were pending at the beginning of the fiscal year, in which the alien had been paroled or released on his own recognizance, 87 were still pending and their status unchanged at the close of the year.

During the fiscal year 7,628 cases of this class of aliens were investigated and considered. Two hundred and thirty warrants of arrest were applied for, 93 of which were served. Orders of deportation were obtained in 57 of these cases. Warrants of arrest were canceled in 28 cases, 5 aliens were paroled, and proceedings in 5 cases are still pending.

Of those ordered deported, 14 were actually deported and 2 are now on bond awaiting deportation. In one case the warrant of deportation was later canceled; 2 aliens escaped while awaiting deportation, and 38 are being detained until deportation can be effected.

SEAMEN.

During the present fiscal year there were 2,052 vessels boarded in this district and a total of 70,194 seamen examined. There were 239 desertions during the year, 202 of these being Japanese. In addition, 159 Japanese deserted after being furnished with seamen's identification cards.

The number of Japanese desertions in this district is gradually increasing. During the year 1919, 103 deserted before they received identity cards and 58 afterwards; during the current year 202 deserted before receiving identity cards and 159 afterwards. Many of these Japanese who deserted ran away from hospitals in which they were placed for medical treatment. Many hundreds of other Japanese would, no doubt, have deserted had the masters of the vessels not exercised the utmost care to prevent their doing so. Many of the officers of the Japanese vessels place their crews under lock and key at night in order to prevent their leaving the vessels.

Seamen's identity cards were issued to 4,949 seamen during the year. There were 89 seamen found to be suffering from disease and placed in hospitals for treatment. Seattle, being our principal port of entry, is badly in need of a marine-hospital station. We have in the city of Seattle contract hospitals only, and during the latter part of the year these hospitals have refused to receive aliens found to be afflicted with loathsome or dangerous contagious diseases, and these are the diseases with which most of our seamen are afflicted.

STOWAWAYS.

Owing to the fact that we have a limited number of officers in this district, no attempt has been made during the year to search incoming vessels for stowaways. But 13 stowaways were discovered during the year, all of them being Japanese. Eleven of these Japanese stowaways were deported, the remaining 2 being admitted. A much larger number of stowaways have undoubtedly gained admission to the United States through this district in this manner. Under the present manner of handling seamen, however, it is such an easy matter for seamen to gain admission to this country after being granted identity cards that there is little incentive for aliens who desire to gain unlawful admission to come as stowaways.

The vessels' officers are in a position to and should know who are aboard their vessels, as they are in absolute charge and control thereof. They should be required to apprehend and deliver to the immigration officers all stowaways immediately upon arrival, and failure to do so should subject them to a heavy fine as a penalty. This should be left entirely to the discretion of the Secretary of Labor.

ESCAPES OF ALIENS FROM VESSELS AND STATION, EXCLUSIVE OF SEAMEN.

There were 12 escapes of aliens, but none of Japanese or Chinese. Of this number, 3 females were later apprehended and are now in detention. Two aliens escaped from county jails.

This office feels that it is to be congratulated that more escapes have not occurred during the year. Our detention quarters were not built primarily to take the place of jails; our watchsome are not armed, and are supposed to use force only in cases of self-defense; many of the aliens detained in our detention house are of the criminal class; others are detained for long periods

of time. They naturally become restless and ill natured. They have friends on the outside who are only too glad to help them escape from their confinement. There are visiting days twice each week and their friends are allowed to mingle freely with the inmates, and it is a very easy matter to pass to those confined a file, or even a dangerous weapon.

Most of these conditions this office would not care to change, as it is believed that aliens whom it is necessary to confine should be treated in the most humane manner possible.

The remedy should consist in the handling of all cases with the utmost dispatch, thus reducing the time of detention to a minimum. Known criminals and others who are not amenable to discipline should be placed in jail when the officer in charge deems it necessary.

FINANCIAL AFFAIRS.

Head tax aggregating $148,600 was collected, and the total fines assessed amounted to $4,240, being for various causes under the immigration laws. There was collected in fines in criminal prosecutions in the courts $1,800.

The sum allotted to this district for 1920 was $40,000, and disbursements thereunder totaled $35,482.32.

CRIMINAL CASES.

Out of 10 cases before the courts, 1 of which remained pending from the previous fiscal year, 5 convictions and 2 dismissals were secured; the remaining 3 are still pending.

The two criminal cases against Chinese charged with smuggling, 1 of which arose during the year covered by this report, were disposed of, convictions having been attained.

WRITS OF HABEAS CORPUS.

Three writs of habeas corpus were sued out in behalf of aliens, two cases being dismissed and the alien in the third instance being released by the court.

WHITE-SLAVE MATTERS.

Six persons were apprehended in the act of bringing in women or girls for prostitution or other immoral purposes; 18 persons were arrested on departmental warrants charging them with bringing in women or girls for prostitution or immoral purposes; 10 immoral alien women and girls were excluded and 22 arrested after their entry into the United States.

Five prosecutions of men charged with importing alien women or girls for prostitution or other immoral purposes have been started in the United States District Court, all of which are pending. A large number of investigations have been made in this district concerning aliens of this class, comparatively few of which justified action.

CONTRACT LABOR.

Four hundred and twenty-seven aliens suspected of violation of the alien contract-labor law were held for board of special inquiry. Two hundred and thirty-three were rejected, 68 of whom appealed to the department. Of the latter, 35 were admitted and 24 excluded. Eight were admitted temporarily under bond. Five appeals were pending at the close of the year.

Eighteen aliens were arrested on departmental warrants charged with violation of the alien contract-labor law, 6 of whom were deported, 7 allowed to return to their native country of their own volition and at their own expense, 1 allowed to remain in the United States on payment of head tax, and 4 cases were pending at the close of the fiscal year.

Six criminal actions for importation of alien contract laborers were started in the United States District Court, in 4 of which convictions were obtained, 1 was dismissed, and 1 is pending.

A large number of investigations of alleged violations of the alien contract-labor act have been made in which action was not justified.

The number of contract-labor cases handled by our boards of special inquiry has more than doubled, compared to those handled during the preceding year.

More than one-half of all the cases handled by the boards as suspected contract-labor cases were rejected.

Several violations of the contract-labor law have been brought to the attention of the United States attorney but, in his opinion, they were not sufficiently flagrant to justify a prosecution with the exception of those mentioned above. In a large majority of the border contract-labor cases the applicant had received promises of employment through information furnished by or at the solicition of friends and relatives. In other cases the promise of a position was given by the owner, manager, or foreman of the establishment to which they were destined.

RULE 17-A.

The disposition of the 7 cases of aliens temporarily released under order of deportation is as follows: 1 canceled, 3 still under release, and 3 disappeared. The case of the one alien who was temporarily released after excluding decision is still pending.

From the foregoing, it will be seen that few arrested aliens have taken advantage of the provisions of rule 17-A in order to secure their release. The conditions are regarded by many as too irksome for the aliens; and, from the Government's standpoint, over one-half of those released under this rule have disappeared. It would seem that although much good was expected from this rule at the time of adoption, it has accomplished very little.

WORK OF THE MEDICAL OFFICERS.

During the year, the medical officers have certified 731 aliens as being afflicted with diseases of different kinds. The great majority of these aliens are certified on the ground of uncinariasis (hookworm).

In addition to examining arriving passengers, the medical officers have examined during the year 20,794 alien seamen, and have also made a great many examinations on the request of this office in the cases of aliens seeking to have their entry legalized, and others.

The medical officers at the different stations in this district, without exception, have handled their work in a highly satisfactory manner. At most places it had been found necessary to employ physicians who were engaged in private practice, who received the title of acting assistant surgeon; and, although the salary for this position is usually quite small, yet they have never failed to respond when their services were required.

SOCIETIES FOR THE BENEFIT OF ALIENS.

The Hebrew Sheltering and Immigrant Aid Society, with headquarters in New York, has branch offices in Seattle, Vancouver, Victoria, and probably in some of the other cities of the district. They are continuing to give the same aid and assistance to those of their race as heretofore. Practically all the alien arrivals being orientals, there is but little work for the various societies to do in this district. Several of the churches have auxiliary societies which stand ready to give any assistance to Japanese females who are in need of the same.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

There are no settlements of aliens in this district other than those mentioned in former reports.

There is one class of aliens, however, that it would seem might be mentioned with propriety in this report—a religious sect known as Mennonites. There are a number of colonies of these aliens in British Columbia and Alberta. It is reported that they are now taking steps to migrate to the United States en masse.

Strong objections have been made to the attitude of this sect by provincial and municipal authorities in Canada by reason of the fact that they absolutely refuse to comply with the civil laws in regard to sending their children to school or to meeting the requirements of the vital statistics in reference to births and deaths. They live and are ruled by the community plan, and implicitly follow the dictates of their leaders in a manner closely resembling the tribal

customs of the Indians; and their disregard for the law has resulted in their being brought into court and fined on numerous occasions.

During the war these people were the most radical of "conscientious objectors," refusing in any way to engage in any activities which in the remotest manner aided in the prosecution of the war.

Illiteracy and disease are prevalent among them, as proved by the large percentage of rejections among those who have applied for admission.

It is reported that the Dominion Government has passed a law absolutely excluding members of this sect from gaining admission to Canada. It is to be hoped that none of them will be allowed to enter the United States.

CHINESE PREINVESTIGATION MATTERS.

Out of the 48 applications for return certificates, so far as laborers are concerned, 47 were issued and 1 refused. The appeal filed in this latter case was sustained by the bureau. Of 61 applications for certificates for the merchant class, 59 were issued and 2 refused.

INVESTIGATIONS.

Investigations numbering 1,210 were made on account of aliens applying for entry; 179 after temporary admission, and 31 after admission under bond. There were 923 investigations in warrant cases, 540 in naturalization matters, and 2,383 covering other phases. Eight hundred and eighty applications for admission of Chinese were also investigated, in addition to 114 preinvestigations and 11 in warrant cases.

PASSPORT-PERMIT WORK.

Applications numbering 289 were filed in behalf of aliens desiring permits to depart from the United States, this number including alien enemies. Their disposition is as follows: Granted 267, of which 45 apply to alien enemies; 17 refused, including 1 alien enemy application; 11 pending, 3 belonging to the latter class; and 2 withdrawn. In addition to the number above stated, 80 permits were granted to citizens of the United States to go to insular possessions.

STATIONS AND EQUIPMENT.

The various offices of our service in the State of Washington, with the exception of the one at Seattle, are located in the Federal buildings and are all that could be desired. At Seattle a building is rented near the center of the city, which was constructed on plans furnished by this service. It is conveniently located and in most respects a very desirable station. The station is, however, very much in need of a roof garden or other place where those detained may secure the necessary physical exercise. It is not conducive to the health of anyone to be confined in crowded quarters for long periods of time without furnishing them means for exercise.

Hospital quarters also should be provided for those held for further observation and where those with slight ailments may be properly segregated when necessary.

In Canada office quarters are furnished our service by the different railroad and steamship companies, who receive the benefit of having officers located where their passengers may be examined with the least delay, annoyance, and embarrassment.

The United States immigration office in Vancouver, B. C., is located in a first-class office building and comprises nine rooms, the maintenance of which is now paid by the Canadian Pacific and the Canadian National Railways. Previous to the entry of the United States into war with Germany the upkeep of these quarters was equally distributed between the Canadian Pacific Railway Co., the Canadian National Railways, the Great Northern Railway, the Northern Pacific Railway, the Oregon-Washington Railway & Navigation Co., and the Chicago, Milwaukee & St. Paul Railway, but at the outbreak of the war the American lines declined to share further in the maintenance. It is understood that all

these different railway companies are again arranging to participate in the support of our office.

ILLITERATES.

It very seldom happens that an oriental applies for admission who is illiterate and who is not coming to some one in the United States entitled under the law to send for him. Little difficulty has been experienced in enforcing the illiteracy feature of the law at any ports.

On the Canadian border it is thought that some modification of the law could be made with profit, especially as it affects aliens coming to the United States to engage solely in agriculture.

The Canadian Government in adopting its illiteracy regulations provided for the exemption of aliens destined to Canada solely for agricultural purposes. As a result it has been found that Canada has secured an excellent rural population, which they could not have secured if they had not made this exemption. It is well known that it is very difficult at this time to secure a class of immigrants who will remain in the agricultural districts if they were qualified to enter the industrial life of the country. We have had many cases of immigrants who have been refused admission, although they have every qualification of making excellent immigrants, with the single exception that they can not read or write, but who, with this handicap, have made a splendid success of their farming enterprises.

In some instances families have applied for admission to the United States who had 8 or 10 children, all under 18 years of age, the head of the family having in his possession $5,000 or $10,000 in cash, and it is thought that consideration should be given this class of aliens regardless of the illiteracy test.

GENERAL COMMENTS.

The industrial conditions in Canada are not so good as they are on this side of the line. By reason of this fact there are a great many undesirable people now in Canada who desire admission to the United States. This is our main problem in this district. By reason of the limited force of inspectors on the border it is a physical impossibility to cope with this situation.

The problem has increased very materially by reason of the liquor question. Canada is partially "wet." At least liquor is sold wholesale in Canada. By reason of this country being "dry" the price of Canadian whisky is high, and the inducement to smuggle whisky into this country is great. The smugglers of contraband whisky and narcotics are closely associated with the undesirable elements on both sides of the line, and thus the smuggling of individuals is increased by reason of the heavy traffic in liquor. This office is actively cooperating with the customs service, with the Federal prohibition officers, and with the sheriffs in the counties along the border, and attempting to cope with the problem to the best of its ability, but the results obtained are not at all flattering.

There appears to be no way of correcting this abuse except in the manner outlined in last year's annual report.

JAPANESE.

The bureau's attention is called to the comments made by this office in the report of last year, relative to the Japanese question. The conditions as outlined therein as regards the agitation are still aggravated, so much so that the Immigration Committee of the lower House of Congress is now making an investigation of this Japanese question.

By reason of this agitation this office has been more careful as to the enforcement of the immigration laws relative to Japanese immigration than it probably would otherwise have been, and it is safe to say that all the laws and regulations affecting Japanese immigration have been strictly enforced. The annual report of last year showed Japanese arrivals at this port numbering 5,858. This year's report shows Japanese arrivals to the number of 5,872.

This increase, however, is not appreciable. It is believed that practically all of the arrivals were admissible under the "gentlemen's agreement" and the immigration law, and by reason of the aforesaid care in this matter no serious mistakes have been made.

PERSONNEL.

The personnel of the service is improved over what it has heretofore been, and it can be reported that good work is being done by the service in this district.

The retirement law, as recently passed by Congress, although not extending far enough, will be beneficial to a slight degree, for some few have reached the age of retirement who are not able to do the required amount of work.

The service appreciates the increases secured, but they have not been commensurate with the increased cost of living, and some of the officers have difficulty in meeting their legitimate expenses.

COOPERATION WITH OTHER DEPARTMENTS.

A close cooperation has existed between the officers of this service and practically all the other branches of the Government. Without this it would have been impossible to accomplish the results obtained.

It is a pleasure to mention the hearty cooperation of the Canadian immigration service, the local and provincial police departments of the various cities, and the Northwest Mounted Police. Through this cooperation it has been possible to secure information on short notice of persons residing in Canada, and whose cases it was necessary for this service to investigate.

INSPECTOR IN CHARGE, DISTRICT NO. 17, COMPRISING THE STATE OF OREGON, WITH HEADQUARTERS AT PORTLAND.

APPLICATIONS.

There were 9 applications for admission at this port, all of which were granted. In addition, 21 deserting seamen—3 of whom were Europeans, 14 Japanese, and 4 Chinese—are carried in statistics as admitted. There was 1 debarment.

The foregoing relates to seamen who sought admission to work ashore or in the American coastwise trade, together with 21 seamen, 18 of whom were Asiatics, who deserted their vessels and remained in the United States unlawfully.

Action as follows was taken with regard to warrants of arrest served: Canceled for various causes, of which 18 covered the radical classes, 65; deportation accomplished, 83, in addition to the riddance of 13 others who, after arrest, were permitted to return to their respective countries at their own expense; awaiting deportation, 28, consisting almost entirely of aliens still serving time in the State penitentiary, and a few insane Russians, Turks, etc., who can not as yet be delivered to their respective war-torn countries. The deportation of 2 Chinese and 2 Japanese persons was attained, and 1 Japanese is awaiting deportation. Of the 83 deportations above mentioned, 31 were public charges, 13 of them being insane public charges upon the Federal Government, having been confined at Morningside Hospital, Portland. Their deportation has saved the United States Department of the Interior in maintenance expense over $5,000 this year and like amounts each succeeding year. Figuring their life expectancy at 10 years, a saving is accomplished of $50.000. As a greater number of insane aliens were deported from the State asylum, it may be estimated that the State of Oregon was saved thereby approximately a like amount.

Notwithstanding that last year broke our prior records for arrests and deportation cases, during the fiscal year just closed we have doubled our investigations and doubled the number of aliens actually deported. We have this year saved the Federal Government (Department of the Interior) in the deportation of insane aliens alone more money than our annual allotment amounts to. We have saved the State of Oregon a like sum in the same manner. This has been done without the addition of a man to our force.

The fact that we have found and deported 16 aliens upon the ground that they had unlawfully entered the United States within one year after rejection or deportation prompts the repetition of the recommendation that a penalty be put upon such willful violation and defiance of our statutes. Such action is required to bring certain people to a proper respect for and observance of our laws. Exclusions at and deportations across our land boundaries under existing conditions are only partially effective, and sometimes approach a travesty.

and various alien radicals, as follows:

	I. W. W. and similar cases.	Communist Labor Party cases.
Cases:		
Considered	146	23
Investigated	95	23
Warrants:		
Applied for	8	14
Issued	6	14
Served	2	12
Department action:		
Warrants canceled	5	13
Warrants executed—		
Actually deported	2	.....
Deportation pending	[1] 3	.....

[1] Two in jail serving sentences and whereabouts of one unknown.

SEAMEN.

There were nine applications of seamen for admission, all of which were granted. Desertions totaled 21, including 4 Chinese and 14 Japanese persons. The boarding of 31 vessels necessitated the examination of 1,149 seamen. Identification cards for seamen to the number of 169 were issued.

During this year there was an increase in the number of ships arriving in this district, most of which increase was confined to the last few months, promising thereby a very material further development of business during the next 12 months; and recently plans of a very definite character have been undertaken to establish here large steamship lines, carrying passengers, in which event an immense increase in immigration to this district is inevitable—all of which will make imperative a considerable increase in our complement.

FINANCIAL AFFAIRS.

The sum of $72 in head tax was collected and no fines were assessed. The allotment for the fiscal year 1920 was $3,125, and the disbursements totaled $3,950. No fines were imposed by the courts.

The close of the year finds us somewhat in arrears financially. However, we have done a much greater volume of business than last year, and our deficit is less notwithstanding our allotment was smaller. Had it not been for the unprecedented number of deportations and the unusual expenses incident to the arrest and detention of the Communist Labor Party members we should have incurred no deficit whatsoever. The bureau should not discount the fact that Oregon is a rapidly developing State and that immigration business here is growing constantly, and that the service can not stagnate in this district.

Even at this writing this office is approached by steamship officials with inquiries as to our facilities for handling here all kinds of passenger business from the Orient, as well as from South America and Mexico, and whether the Government will erect or rent a detention house and make the suitable and necessary arrangements for the proper detention and inspection, medically and otherwise, of the immigrants that will come on these vessels to this port. With this impending and unparalleled passenger traffic to this port, important developments may be expected, and new and larger calls are bound to be made upon the bureau for more men and equipment.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

No new cases arose this fiscal year, but one remained pending from the last. The alien in question was ordered deported but disappeared, whereupon bail put up for his appearance was forfeited.

CRIMINAL CASES.

But one new case came up for action, conviction having been secured.



WRITS OF HABEAS CORPUS APPLIED FOR.

The one writ of habeas corpus pending from the last fiscal year was dismissed, and no new cases occurred. Lawyers in this district have not been in the habit of seeking writs generally, and our success in those instances where they have done so has discouraged the practice. This year we won the very important case of Neil Guiney, secretary of the Lumber Workers' Branch of the I. W. W., which case went to the United States Circuit Court of Appeals with a result very gratifying to the Government. This is the most important case we have ever had before the courts in this district, but since prior report was made thereon no further comment would appear appropriate here.

WHITE-SLAVE MATTERS.

Violations of the Mann Act come within the province of the special agents of the Department of Justice with whom we cooperate whenever aliens are concerned. The officers in this district have continued to arrest alien panderers and operators of cheap lodging houses who have permitted prostitution to be covertly practiced therein. The success of these apprehensions and the uniform support of the bureau and department have been gratifying, not only to this office but also to the community.

CONTRACT LABOR.

No section 24 men have visited us during the past year, nor have any flagrant violations of the contract-labor laws come to our notice. Officers of this district have arrested and deported a number of undesirable Mexican contract laborers who for various reasons left the employment for which they were specifically admitted, some of whom, in one way or another, had come into contact with the local police, others becoming insane. The deportations were, where possible, made at the expense of the responsible importers.

SMUGGLING OPERATIONS.

At this time there appears to be no direct smuggling into this district, though undoubtedly certain aliens who are smuggled across from Canada proceed through the State of Washington and find their way to friends and relatives here, as do a lesser number who enter from Mexico. However, it is now so much easier and cheaper for a Chinese or Japanese to gain entry by coming as a seaman that it is expected that that method of bringing "contraband" into the country will become more popular than the more cumbersome, dangerous, and expensive methods formerly in vogue.

SOCIETIES FOR THE BENEFIT OF ALIENS.

There is nothing really pertinent to be added to comment under this head appearing in annual report of 1919, save that this office has come into greater contact than heretofore with the British Red Cross on account of the increased number of British and Canadian returned soldiers and their dependents, or associates, who have, in one way or another, violated the immigration laws.

CHINESE PREINVESTIGATION MATTERS.

The total of preinvestigation cases considered was 70. Return certificates were granted to 18 merchants, 28 laborers (3 additional applications for investigations having been denied and 1 withdrawn), 12 citizens, an additional 2 still pending, 2 students, 1 citizen's wife, and 1 teacher. Five applications were denied, one of which was appealed to the bureau; action thereon is still pending.

As compared with last year, Chinese preinvestigations have increased about 40 per cent, and it is expected that this approximately represents what may be expected in the future, unless and until a passenger line is established here, when the applications will, as a matter of course, multiply.

INVESTIGATIONS.

A total of 1,062 investigations in immigration cases and 145 in Chinese matters were conducted in the past year. With certain few exceptions, there have been made during the year closed many more investigations of all kinds and classes than ever before.

STATION AND EQUIPMENT.

This service is located in the new post-office building on Broadway and Olisan Street, where we have six rooms on the third floor. The quarters are sufficient for our present needs, but when passenger lines become operative a detention station will have to be established elsewhere.

PERSONNEL.

The personnel of this district is deserving of commendation for conscientious and constant devotion to their duties, despite the fact that part of them are not properly remunerated. It is hoped that eventually these inequalities will be corrected. For years our business has been steadily growing and our complement either slowly decreasing or standing still, until now we have reached the irreducible minimum, and with any further growth in business there must come an increase in our office force.

There are no officers or employees among the small complement in this district who served in the Army, Navy, or Marines during the recent war.

PASSPORT-PERMIT WORK.

One hundred and twelve aliens applied in this district for permits to depart from the United States, of which number 97 were granted, 7 refused, and 8 are pending.

INSPECTOR IN CHARGE, DISTRICT NO. 22, COMPRISING TERRITORY OF HAWAII, WITH HEADQUARTERS AT HONOLULU.

APPLICATIONS.

During the fiscal year ended June 30, 1920, there were examined at the port of Honolulu 4,463 alien applicants for entry. Of these, 4,402 were admitted and 42 debarred, the remainder awaiting examination at the close of the year. Of those applying for admission 459 were Chinese and 3,479 were Japanese. Of the Japanese, 3,435 were admitted, and 36 debarred.

There has been no appreciable difference in the immigration between this and the last year. This office has been working under the war regulations, and the work involved has been largely of a routine character. A large percentage of the aliens were held for the board of special inquiry, entailing a great amount of work.

The Hawaiian Sugar Planters' Association has brought in during the year 3,628 Filipinos, of whom 3,238 were males and 390 females. There were 1,146 departures for the Orient, showing a larger percentage of departing Filipinos than there were last year. There were 68 departures of Filipinos for other foreign ports.

The bulk of the immigration, as heretofore, has been largely Japanese. There were 1,298 certificates to depart for the mainland issued to aliens who were citizens of various countries, those from Spain exceeding any other in number. It is to be noted that, although the strike of about 6,000 Japanese here has caused large wages to be offered to strikebreakers, the departures for the mainland of "white" laborers has been greater than last year. The Spanish and Portuguese, who were brought in by the territorial board of immigration some years ago and were given employment on an oriental scale of wages, have increasingly left the islands.

DEPORTATIONS.

This office handled 14 warrant cases, 1 involving a Chinese person and 3 Japanese. Four warrants of deportation have been executed.

SEAMEN.

Four alien seamen applied for admission into the United States, all of whom were admitted. Ninety-three alien seamen were admitted to reship foreign, and 647 identity cards were issued, 171 to alien and 476 to citizen seamen. There were 27 desertions, 8 of which involved Japanese persons.

The number of vessels boarded during the year from domestic ports totaled 481, and from foreign ports 230, making a total of 711. The total number of Chinese seamen checked out by boarding officers on the arrival and departure of vessels was 8,685, the total number of Japanese seamen 13,115, the total number of Javanese seamen 13, and the total number of other alien seamen arrivals passing through this port was 9,450, making a grand total of 31,263.

STOWAWAYS.

There were 4 stowaway arrivals, all of whom were debarred, none being of the Japanese or Chinese races.

ESCAPES OF ALIENS FROM VESSELS AND STATIONS.

The only alien escaping from this station during the year was a Japanese woman who was being held under a warrant of arrest. She escaped from a hospital room in which she was being detained.

FINANCIAL AFFAIRS.

The sum of $29.548 was collected in head tax and $1,000 in administrative fines. Fines in court cases amounting to $1,000 were covered into the Treasury. The allotment for this district was $5,700, and the total disbursements were $5,593.90.

CRIMINAL CASES.

The one case arising during the fiscal year in question was that in which Theo. H. Davies & Co., agents for the Canadian-Australasian Royal Mail Line, were fined $1,000 for permitting the illegal landing of an alien. The fine was paid and no appeal taken.

WRITS OF HABEAS CORPUS APPLIED FOR.

Seventeen habeas corpus cases were pending from last year, and 9 writs were applied for in new cases arising during the fiscal year. Eight aliens have been deported and 18 cases are still pending.

WORK OF THE MEDICAL OFFICERS.

The work of the medical officers of the United States Public Health Service at this station has been, during the past year, most satisfactory.

SMUGGLING.

We have found no efforts to smuggle aliens in at this port.

SOCIETIES FOR THE BENEFIT OF ALIENS.

A large part of the aliens held in detention for the board of special inquiry are Japanese women awaiting the arrival of their husbands, and they are visited by workers of the Young Women's Christian Association, who follow up their interest in them after they have been admitted.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

The matter of racial distribution of aliens is left to their individual determination, and they locate on plantations or settlements where they have friends or people of their own nationality.

CHINESE PREINVESTIGATION MATTERS.

Consideration was given to 550 preinvestigation matters during the year, 55 of which were pending from the previous fiscal year. Return certificates were granted to 130 natives, 45 exempts, and 244 laborers; and 396 holders of return certificates had departed for China at the close of the year.

INVESTIGATIONS.

Investigations were conducted as follows: Regarding applicants for entry, 4 Japanese claiming citizenship, none of whom were admitted; in warrant cases, 14; in naturalization matters, 41; in cases of Chinese residents desiring to bring in relatives, 72. In addition, there were issued 1,298 alien certificates for insular territory; 973 certificates to citizens for insular travel; and 25 certificates to hostile aliens to go to the mainland, 2 of which were pending from the previous year. Certificates of citizenship to go to the mainland were granted in 264 instances, denied in 5, and 66 are pending, the latter figure involving all Japanese. The section 6 certificates of 10 Chinese members of the exempt classes going to the mainland were visèed. Investigations were had in 2 warrant cases.

STATION AND EQUIPMENT.

There have been practically no changes in the building at this station during the year, with the exception of its continued deterioration. Some necessary modifications, alterations, and minor repairs were made, the work being done by the laborers at this station.

As you have already been informed, the timber of this building has been attacked by an ant that has been making great inroads, and, while the structure may suffice for its purposes for a few years, after awhile it will be absolutely unsafe for immigrants to be quartered in the second story. It is recommended that steps be taken looking toward the construction here of a new station of concrete, which should be fireproof and constructed in such a manner that the insects can not render it unsafe for occupancy.

PERSONNEL.

The men in the service have all worked well. You have been advised that, owing to the fact that there are but three inspectors besides the inspector in charge in this office, for several years one inspector has been on boarding duty from sunrise to sunset. These excessive demands resulted in failing health, and on his return from a vacation on the mainland it was found necessary to assign the three inspectors to boarding duty in succession for a week at a time.

You are aware that all Chinese cases are now handled by boards of special inquiry, to which the inspectors are designated as members, and the interruptions in the hearings of cases by the inspectors being called for boarding duty and the inability to meet appointments made for hearings are a constant source of delay, and it is to be deplored that we have not here an officer who can give himself wholly to the boarding duty and attend to the seamen, and who, as to overtime, could share with and be relieved by the other inspectors, so that the burden of service could be placed equally upon all.

A careful consideration of this subject is respectfully invited in view of the presentations made in this report of the work at this station, and it is hoped that you may see your way clear to designate another inspector, of proper age and physical ability, to perform the boarding duty.

GENERAL COMMENT.

Our relations with other departments and the Territorial government have been cordial and satisfactory.

TRAVEL PERMITS.

Most of the travel permits this year have been issued to Filipinos returning to Manila. It seems strange that this should be required, for these people are coming here from Manila without any papers or permits of any kind whatsoever.

HOSPITAL TREATMENT.

Treatment in hospital was accorded 19 aliens, 7 of whom were Chinese and 12 Japanese persons. The disease in all instances was trachoma, and cure was effected in every case.

INSPECTOR IN CHARGE DISTRICT NO. 19, COMPRISING WESTERN PENNSYLVANIA AND WEST VIRGINIA, WITH HEADQUARTERS AT PITTSBURGH.

APPLICATIONS.

The only applications for admission to the United States in this district were at Erie, Pa. Nine applied and were admitted. As Erie is considered a border port, statistical data were furnished the United States commissioner at Montreal and will no doubt be covered in his report. The admission of 10 aliens, who for various reasons gained illegal entry to the United States, was legalized and head tax amounting to $80 collected and transmitted to the proper immigration station.

DEPORTATIONS (EXPULSIONS, INCLUDING CHINESE).

There were 314 cases considered, 224 of which were investigated. Of this number, 214 warrants of arrest were issued, 190 having been served. The final action as to these cases is as follows: 61 warrants of arrest canceled; 78 warrants of deportation executed; 22 additional awaiting execution; and 42 cases pending. One Chinese person forfeited bond. No Japanese cases occurred in this district.

RUSSIAN WORKERS.

One hundred and seventy-six cases of the anarchistic type were investigated, 78 being Russian Workers and 98 Communists, these being a part of the cases enumerated in the preceding paragraph. Fifty-four additional cases of this type were investigated, but not sufficient evidence was adduced to justify warrant issue. Many other cases of anarchistic tendency were considered but not investigated.

It may be interesting to note that approximately 90 per cent of the number of Russian Workers taken into custody by this office entered the United States in 1913 and 1914. Most of them were of the ignorant peasant type and were unable to read and write. Americanization work practically ceased with the beginning of the war in 1914. These ignorant Russian Workers were therefore cast adrift with no effort on the part of our own people to teach and inculcate in them the spirit of Americanism. Of the number arrested, four had families in this country. The rest of them left their families in Russia. After Russia made peace with Germany and the Allies declared a general blockade of the Russian ports these men were unable to communicate with or hear from their families. They had not been here long enough to learn to speak English and their only associates were their own people. The worry and suspense as to the fate of their families in Russia was such as to place them in a proper frame of mind to seize upon any pretext offered to oppose the policy of our Government, and when organizers for the Union of Russian Workers presented themselves, they quite readily became members of the organization. The majority of them, however, insisted that their only thought was to have the ports opened and be permitted to return to their native land.

COMMUNISTS.

The Communist type of alien anarchist differed from the Russian Workers in that it embraced a number of foreign nationalities, such as Poles, Lithuanians, Croatians, Ukrainians, and other peoples from southeastern Europe. The organization of this society appears to have been a direct result of their expulsion from the Socialist Party. Many of them were automatically transferred to the new organization without their knowledge or consent, while others entered the new society fully aware of its nature and its teachings and subscribed to its principles and tenets. The latter class in most part were ordered deported by the department, while the warrants were canceled in the cases of the former class.

In connection with the above cases it is desired to acknowledge the wholehearted cooperation of the Bureau of Investigation, Department of Justice. That office and this service worked in the closest relation and entire harmony throughout the handling of cases of this type.

SEAMEN.

The number of seamen examined at Erie, Pa., and cards issued was 60. Complete data were furnished the commissioner of immigration at Montreal, Canada.

ESCAPE OF ALIENS FROM VESSELS AND STATIONS.

No escapes from vessels to report. Five aliens under orders of deportation, but released on bond, escaped and their bonds were forfeited, 1 being a Chinaman and 2 of the anarchistic type.

FINANCIAL STATEMENT.

The amount allotted to this district was $4,000. This allowance was subsequently increased by $2,000, making a total allotment of $6,000. The total expenditures were $6,816.23.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Owing to the work being unusually heavy along other lines, there was little done other than the usual investigations in Chinese cases during the fiscal year. There is a large Chinese population in and about Pittsburgh, and no doubt there are many who should be brought before a United States commissioner with a view to deportation, but with our available help it has been a physical impossibility to give this part of our work the attention that its importance properly deserves. It is hoped that during the ensuing year a careful survey may be had throughout the district and steps taken to bring those found to be illegally in the United States before the proper authorities.

There were no new cases, and 2 remaining from last year are still pending.

WRITS OF HABEAS CORPUS.

This district was extremely fortunate in that no writs were applied for or granted this year. This was largely due to the fact that most of the aliens under arrest were promptly released on bond. It is the practice of this office to encourage the attorneys to effect the release of their clients on bond, and more especially so when it is believed that such a release will serve to restrain the aliens from pursuing the policy that brought them into disrepute. In two instances aliens were released upon $1,000 bond each, but owing to the fact that they continued their radical agitation it became necessary to recall the bonds and place them in confinement. The attorneys for these aliens in both instances considered taking out a writ, but were discouraged by this office and by the court, with the result that no writ was applied for.

WHITE-SLAVE CASES.

Two white-slave cases were investigated by this office during the year, but no criminal action was taken. A careful investigation indicated that they did not come within the jurisdiction of the Immigration Service.

ALIEN CONTRACT LABOR.

Three cases were investigated during the year with respect to the provisions of the contract-labor act. No suits were instituted.

MEDICAL SERVICE.

With respect to the city of Pittsburgh and vicinity, this office depends upon the surgeons attached to the marine hospital, and it is desired to take this opportunity of acknowledging their courtesy and consideration. They have always been ready and willing to conduct examinations and submit certificates upon request. In the State of West Virginia and in counties other than those adjoining Pittsburgh, it has been found advisable to employ special practitioners in the vicinity where the cases arise. This policy has proven satisfactory.

SOCIETIES FOR THE BENEFIT OF ALIENS.

All of the principal cities in this district are equipped with societies and organizations for the purpose of assisting incoming aliens, and in addition thereto in most cities, societies are conducting a systematic Americanization campaign. Three societies in the city of Pittsburgh are now planning to meet incoming trains for the purpose of assisting and protecting aliens upon their arrival. This work was discontinued with the beginning of the European war, but as the tide of immigration is once more fast resuming its normal proportions they are again taking up the work. It is believed, however, that there should be some systematic coordination of the various organizations in order that they may approach the maximum of efficiency.

CHINESE PREINVESTIGATION MATTERS.

A total of 92 cases under this heading were investigated, 45 return certificates granted, 3 applications denied, and 3 cases are pending. Of the 45 Chinese whose cases were favorably acted upon, 22 were natives, 8 laborers, 12 merchants, and 3 students.

INVESTIGATIONS.

Investigations were conducted as follows: Applicants for entry, 168; after temporary admission, 27; after admission under bond, 14; warrant cases, 224; contract-labor cases, 3; other matters, 60; naturalization cases, 77; Chinese matters, 41.

MEXICAN LABORERS.

Considerable space was taken in last year's report with respect to the question of Mexican laborers. Many of them during that year had been brought to this district by the Pennsylvania Railroad Co. and by private corporations and had become stranded. It is gratifying to say that this question has ceased to be a problem. The Pennsylvania Railroad Co. returned many of them to their former homes in the South, and with respect to others, as they became acclimated and more accustomed to American ways, learning a little of the language, etc., they gradually grew to be more self-reliant and were able to make their own way in this country. Only two cases of Mexican public charges were brought to the attention of this office during the year. One of them was finally returned to Mexico, and the other decamped before warrant proceedings were instituted.

PASSPORT-PERMIT WORK.

There are four permit offices in the district, viz, Charleston and Fairmont, W. Va., and Erie and Pittsburgh, Pa. There was a total of 2,017 applications during the year, of which 1,906 were filed at the Pittsburgh office and the remainder about equally divided among the other three cities.

No additional help was had in connection with the passport-permit work.

STATION AND EQUIPMENT.

At the beginning of the fiscal year this office was removed to the Hartje Building, corner of First Avenue and Wood Street, where it procured ample accommodations, and it was hoped that the question of suitable quarters was settled for some years to come. Unfortunately, however, a lease can be entered into by this service for a period of only one year. Furthermore, owing to the delay in making the appropriation, the lease was not signed until after we had taken possession of the new quarters. When the lease was prepared the owners of the building, contrary to the agreement with their agent, refused to enter into a contract beyond April 30, as that is the date upon which all leases in Pittsburgh expire. During the year the building was sold, and as the purchaser desired to use all the space, it became necessary for us to seek new quarters. In common with other cities, rents in Pittsburgh have doubled, and, in fact, it was almost impossible to procure suitable quarters at any price. After a careful survey of the situation we were fortunate in securing an appropriate place in the Solomon Building, corner of Fifth Avenue and Grant Street. The building was remodeled and the space we procured was partitioned to meet the needs of the service. The 1st of May we took possession, and with respect to office quarters we are now well equipped to handle the work of the district, at a rental of $2,940 per annum.

GENERAL.

This office is working in the closest harmony and cooperation with all the other Government services in the district. The heads of the various Government offices, as well as other Government employees, have been uniformly courteous and have never failed to render assistance when necessary. It is desired to acknowledge the courtesy of the police departments of the various cities in this district. Without the cooperation of this important agency it would have been difficult to carry to a successful termination the apprehension, detention, and final disposition of the Communist and Russian Worker cases handled in this district. The police departments in the various districts within this jurisdiction have always been found not only willing but anxious to lend such aid and assistance as was within their power.

In conclusion, acknowledgment is made of the many courtesies and consideration extended by the bureau, all of which have helped to make the work of the district a pleasure and added to the efficiency of the service.

INSPECTOR IN CHARGE, DISTRICT NO. 10, COMPRISING OHIO AND KENTUCKY, WITH HEADQUARTERS AT CLEVELAND.

APPLICATIONS.

The statistics covering applicants for admission are reported to the United States commissioner of immigration, Montreal, Canada, to be included in the reports of Canadian border stations. The data in this respect are limited to the business of passengers manifested from the S. S. *Theodore Roosevelt*, running between Port Stanley, Ontario, and Cleveland; the S. S. *Pelee*, from Pelee Island, Ontario, to Sandusky, Ohio; and occasional other aliens who may land from Lake vessels. Incidentally, however, 47 aliens have been examined nunc pro tunc for eligibility to enter, and head tax in the sum of $336 forwarded to cover entries at other ports.

DEPORTATIONS (EXPULSIONS, INCLUDING CHINESE).

A total of 366 cases were considered and investigations conducted in 341 of these. Two hundred and eight warrants of arrest were applied for by this service and 341 by the Department of Justice. Action as follows was taken in cases where warrants of arrest were served, some of which were pending from the previous fiscal year: Warrants canceled, 155, including 1 for a Chinese person; warrants of deportation executed but deportation withheld, 61, 6 of which involved Chinese persons; and pending final decision, 38, including the cases of 8 Chinese.

SEAMEN.

Not applicable except in relation to inspection of crews of vessels and issuance of identification cards to Lake seamen under the modified rule 10 for the Canadian border. During the year 248 cards have been issued to crewmen on 18 vessels. In view of the continued failure to provide officers at various Ohio ports along Lake Erie, this work has not been complete. However, the observations in last year's report are respectfully renewed—either that adequate arrangements be made for the enforcement of the rule or that it be abolished or reduced to a minimum requirement within the discretion given the Secretary of Labor under section 36 of the immigration act. Obviously there is no comparison between the conditions pertaining to seamen on the Great Lakes and on salt water. The Government may as well and as reasonably require crews of trains crossing the border to provide themselves with such identification cards as men on vessels, ferries, etc., which usually cross from one border to another within a period of a few hours.

FINANCIAL AFFAIRS.

Head tax for aliens arriving at ports under the jurisdiction of this office is collected and reported by the United States commissioner of immigration at Montreal. It may be stated, however, that $336 in head tax has been collected from aliens who entered at other ports of entry and whose residence in the

United States was legalized, the amount of the tax in each instance being forwarded to the appropriate port of entry.

The allotment to this district was $6,000, and the disbursements were $6,214.68; in addition, $1,702.05 was expended from the appropriation for the "Enforcement of laws against alien anarchists," and $30.50 from the appropriation for the "Deportation of aliens."

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

As in many phases of our work during the past year, the operations with respect to arresting and deporting Chinese by judicial process have been practically nil by reason of activities of the office in other directions. Consequently no new arrests in cases of this character were made. The cases of two Chinese aliens who were deported had been pending in the courts for several years and were finally disposed of without incident. These cases have been discussed in previous annual reports. There are still pending four of such cases—two of them (Woo Mon and Woo Yam) have been before the District Court for the Eastern District of Kentucky for upward of three years. After much delay the court heard the testimony in the cases and then continued them for arguments. The United States attorney wished this service to pay for the transcript of the stenographic record which the bureau refused to authorize, and consequently for this and other reasons the cases have been permitted to drag in the court pending argument or decision for more than a year and a half since the hearing. The case of Chan Ut Foo in the Southern District of Ohio has been kept in a state of perpetual continuance owing to the disposition of the court to order deportation, but to defer the same to give the alien an opportunity to finish his education in the United States. In the fourth case, that of Lo Hop, which was remanded to the district court by the Circuit Court of Appeals during the past year, there is involved the question of the privilege of a Chinese to enter the United States as a merchant, and almost immediately cast off such mercantile status and become a laborer; the decision of the court being that the Government must affirmatively show that there was an actual fraud perpetrated in gaining admission. The writer's personal view is that the present case may as well be marked off the docket and the alien discharged without prejudice, because it would be extremely difficult to make such a showing in the above case if the subsequent acts of the alien are excluded from the evidence upon which the decision would be based.

CRIMINAL CASES.

The crime of importation of a girl for an immoral purpose was perpetrated, but no evidence of commercialism was shown. The criminal in question was indicted under the Mann Act; pleaded guilty after four months' detention; was sentenced to 30 days in jail, and afterwards deported to Canada.

One person, indicted at Louisville, Ky., for interfering with an immigration officer in discharge of his duty, was fined $100 and costs by the United States district judge.

WRITS OF HABEAS CORPUS APPLIED FOR.

In April, 1920, applications were filed by an attorney in Youngstown, Ohio, representing the Communist Party of America, in behalf of 16 aliens held in the Mahoning County jail, at Youngstown, Ohio, in process of deportation. Before service was had upon the immigration officials 7 of the aliens involved either had been released upon bond or by cancellation of the warrants of arrest. Hearings were had before Hon. D. C. Westenhaver, judge of the United States District Court for the Northern District of Ohio, in Cleveland, on April 17, and at Youngstown on May 20. Many superfluous allegations were made in the application for the writ, including much prating about the violation of the alien's constitutional rights (the first howl of those who would destroy the Constitution and all else American); mistreatment and abuse by arresting officials (not immigration officials); improper seizure of evidence, etc.; and in hearing the cases the court took special pains to listen to a great deal of testimony and argument and allow an unusual latitude to the aliens and their counsel to present what they appeared to term their grievances, and after taking the cases under advisement rendered an opinion in which he refused to grant the writ of habeas corpus and dismissed the rule upon which the proceedings

were held. His decision should be of considerable interest to the service, because it sustains fully the action of the department in ordering deportation in cases where the aliens' admissions prior to the serving of the warrant of arrest were used against them and the hearings partially conducted prior to the admission of counsel, upholding the practice which obtained in the service for a number of years and demonstrating that the method used can and will stand the test of the courts, if not abused by the officers who may exercise the discretion permitted by the rule. This very fact suggests the recommendation that the provisions of rule 22 with respect to the admission of attorney be restored to the wording contained in bureau circular letter of December 30, so as to give officers of the service a fair opportunity to make their cases before admitting counsel to the hearings.

No cases are pending, and the 16 above referred to arose during the fiscal year under discussion.

WHITE-SLAVE MATTERS.

There are no sensational cases to report. Several cases were handled in which aliens had come to the United States for immoral purposes, but no cases where commercialized vice was concerned, except the arrest of several foreign boarding-house keepers who permitted prostitution and shared in its proceeds. The case of one young girl came to our attention, wherein her paramour and importer apparently had brought her from Canada under promise of marriage. After arrest of both the girl was disillusioned upon learning that the man had resided with another woman at Hamilton, Ontario, and had two children by her.

CONTRACT LABOR.

There is no section 24 (contract labor) officer assigned to this district. The cases handled were routine in nature, involving investigations, but no civil or criminal actions; 9 investigations of applications to import skilled labor by permission were conducted.

WORK OF THE MEDICAL OFFICERS.

There is no particular comment to make, except that officers of the United States Public Health Service cooperate fully.

CHINESE PREINVESTIGATION MATTERS.

The disposition of the 47 cases considered follows: Return certificates granted to 25 natives, 7 laborers, 4 merchants, and 2 students; and 8 were denied to natives. Four applications, involving 2 natives, 1 merchant, and 1 student, are pending; and 2 applications were withdrawn.

INVESTIGATIONS.

Investigations were conducted in the cases of 165 applicants for entry; in 2 cases after temporary admission; in 16 cases after admission under bond; in 356 warrant cases; in 242 naturalization matters; in addition to 97 miscellaneous investigations, including 24 cases of United States citizens deported from Canada. There were also 91 investigations in Chinese matters, subdivided as follows: 11 covering applicants for admission; 47 preinvestigations; 1 after temporary admission; 11 in warrant cases; and 21 to determine lawful residence.

STATIONS AND EQUIPMENT.

As stated in previous reports, the offices of the immigration service at Cleveland and Cincinnati are housed in the Federal building, and the equipment, except typewriters, stationery, etc., for these offices is provided by the Treasury Department. At Toledo the office has been maintained in rented quarters for the past 16 years, during the last 10 of which two suitable rooms have been obtained in the Ohio Building. The rent for these rooms originally was $40 per month, but owing to the increases which have been made from time to time, the service has been compelled to pay approximately $80, and finally has been ordered to vacate. The undesirability of our office as a tenant may perhaps be ascribed to the evils of the passport-permit affairs, and to

the slowness with which the Government settles its accounts. The leases do not, of course, permit of a sliding-scale raise or advance payments which the building company can readily require and obtain from private tenants.

PASSPORT-PERMIT MATTERS.

The total number of applications filed during the fiscal year 1920 was 2,428; all but 10 were granted. Shortly after the beginning of the year the State Department abolished the requirement of permits for citizens or subjects of neutral or allied countries, and finally, toward the close of the year, abolished altogether card permits, but still allowing certain aliens who could not obtain passports to file application for affidavits of identity upon which they might leave the country. This phase of the work was practically eliminated at the close of the fiscal year, so that it seems we are to be finally free from the exasperating duties imposed by the passport-permit rules.

It may be added that the foregoing applications were taken without any additional officers or clerks being assigned for that work—in fact, the force allowed for that purpose was discontinued on July 1, 1919, and our subsequent efforts to take these applications in connection with our regular work was quite embarrassing.

PERSONNEL.

The spirit in which the force in this district has discharged its duties and met with an unprecedented burden of work is the best testimonial of their faithfulness to the service. The anarchistic cases alone would easily balance an average year's work, and with barely an exception that task was readily shouldered and carried to the finish by several members of our permanent force, in the midst of an unusually severe winter. And it should be borne in mind that all these are serving the Government at a rate of compensation less than half pay—figuring in the scale of things they must buy—than that received by them four or five years ago. The small increases granted at the end of the fiscal year, ranging from 19 to 25 cents per day after the deduction for pension fund, are so very trifling when compared to the increased cost of shoes or sugar or bread as to make the prospect of the Government employee gloomy indeed, and render him an object of pity to those in private employ whose compensation has been raised (with Government encouragement) from time to time until in many trades the increase is now nearly twice the original pay of five years ago.

RULE 17-A.

There was no material operation under this rule during the fiscal year.

ANARCHISTIC CASES.

The activities in Cleveland and vicinity with respect to aliens of the anarchistic and kindred classes may be said to have had their inception from the riots which took place in the down-town section of Cleveland on May 1, 1919. Shortly thereafter the police department, the officials of the Department of Justice, and this service cooperated in the apprehending of some two score so-called "Reds," in a few of which cases warrants of arrest were issued. In November, 1919, a more or less concerted campaign was instituted against aliens who were members of the Union of Russian Workers, resulting in the arrest of 27 aliens at Youngstown, Ohio, and 8 at Akron, Ohio. After the usual hearings, 31 of these aliens were ordered deported, and in company with 2 of similar classes from Cleveland were conveyed to New York for deportation on the transport *Buford*, which sailed on December 21, 1919. The warrants were ultimately canceled in the remaining cases. On the afternoon of December 31 this office received 271 warrants of arrest from the bureau for aliens alleged to be members of the Communist Party of America or Communist Labor Party. Over 200 of the above-mentioned warrants were for aliens located at Youngstown, Ohio, and vicinity, only about 20 per cent of whom could be located in the raids conducted on January 2 and thereafter. Of the Cleveland aliens 50 per cent were located, and of course in connection with these raids many other aliens were taken into custody for whom warrants were applied for and served. The total number of these warrants served during the fiscal year was 429. The department saw fit to cancel 111 warrants in this class of cases during the year, and there were at the close of the year 37 awaiting deportation and 25 pending final

decision. The handling of the mass of warrant cases indicated herein without the augmentation of our regular force of inspectors, save a brief temporary detail of one inspector from another district, placed upon the officers of this district a very heavy burden and subjected them to the hardship of unusually long hours or absence from their official stations, or both, in the most severe winter weather experienced in this vicinity for many years; and when it is considered that most of the records were taken with the aid of stenographers who were either loaned by commercial organizations through arrangements made by the Department of Justice or stenographers employed by that department temporarily for our assistance, coupled with the constant clamor and harangue of the aliens, their relatives, and attorneys with respect to bond matters, etc., and a considerable absence of inspectors owing to illness, a slight conception of our difficulties and embarrassments may be gained. Whatever criticisms may be made as to wholesale deportations, it is apparent to one who has observed at close range the development of the foreign branches of the Communist Party that some drastic measure was necessary to check the growth of such organizations, and whatever influences may have caused the activity against these organizations, the result has been the certain disintegration of the foreign branches, at least for the present. The officials of the Government must be prudent and watchful lest there be a repetition of the same offenses. The writer heartily entertains the view that the immigration establishment should be provided with sufficient men and money to take complefe charge of and control entirely the investigations in connection with the enforcement of the immigration laws. It should be said, however, that the officials of the Department of Justice in this district cooperated splendidly, and much credit should be given the head of the Cleveland office of that department, who prior to his present assignment was an efficient inspector in the immigration service.

GENERAL COMMENT.

It is believed that concerted effort should be made upon Congress to increase the rate of per diem allowed employees traveling upon official business. It is ridiculous to expect that an officer can travel these days and maintain himself decently on the road for the totally inadequate sum of $4 per day. Hardly anywhere can a room be obtained for less than $2.50 to $3, and the cheapest sort of meals cost two or even three times as much as they did five years ago. Furthermore, it is an imposition upon an employee of the Government to compel him to furnish his own funds for traveling purposes and to await the pleasure of the disbursing official in securing the return thereof. All reputable commercial concerns provide their traveling officers with a drawing account so that they are always in funds. It occurs to me, however, that since the advancing of funds to Government travelers would probably entail a great deal of bookkeeping, etc., some arrangement should be made to reasonably compensate the Government traveler for the use of his money. Most generally the funds are in use in traveling accounts for a period in excess of 30 days before final adjustment is made, and from a standpoint of simple accounting, and equal fairness to the traveler, it would seem that the least consideration to be given would be the privilege of adding to the travel voucher in each distance a sum equal to 1 per cent of the amount of the voucher and include the same as the last item thereof. Of course this probably would require an act of Congress, but I have heard that incidents have been known where persons borrowing money from banks for expenses were permitted to include in their vouchers an item for the interest charged by the bank.

CERTIFICATE OF ARRIVAL.

There is a constantly increasing number of applications for nunc pro tunc certificates of arrival for naturalization purposes in the cases of aliens who, for one reason or another, were not inspected and registered at the time they arrived in the country. It is believed that the system of examinations for these certificates should be revised entirely, and as the persons involved are required to appear anyway before naturalization examiners, the so-called certificate of arrival should be issued only upon the certification of the naturalization examiner and his request therefor, and then only by the officer in charge at the place where the alien actually entered the United States. The writer can not see much satisfaction to the Immigration Service in the plan whereby such

an alien may make an affidavit before a notary public, and thus avail himself of an issuance of a certificate of identity by an immigration official at a place other than that where he entered the United States.

IDENTIFICATION.

The "tin" badges which have been supplied the Immigration Service for many years may be sufficient for show purposes about ports of entry, but they are wholly inadequate as a proper means of identification of an officer detailed to points distant from his headquarters. The display of the badge affords no introduction, nor even identification. It is recommended that especially those officers who conduct investigations be supplied with an adequate credential in the form of a card or folder (similar to those issued to the personnel of the Employment Service in 1918), which should contain a sealed photograph of the person to whom issued, and, of course, a credential over the signature of the head of the bureau or department.

INTERDISTRICT CONFERENCES.

It is believed that there should be frequent interdistrict or group conferences held in different sections of the country at which the officers in charge and specialists in certain lines of the work would meet with officials of the bureau and department and exchange views and offer suggestions for the best and most uniform practice throughout the service. These groups would naturally embrace the different coast sections, the interior districts, and the north and south borders. Our interest locally would naturally be one participated in by representatives from Chicago, St. Louis, Cleveland, Pittsburgh, Detroit, and other stations similarly situated. Such conference could be held annually at Cleveland, for instance, and be readily reached by officials from Washington, and in addition to the representatives could very profitably have present an officer from New York, and one, say, from Montreal, and in a couple of days secure an interchange of ideas that would be most valuable to the service, and could be in turn communicated to the personnel of the various districts, thus stimulating the work of all concerned. Thus would be exerted a "leavening" influence that would far outbalance the expenditure involved.

In conclusion, the writer can not urge too strongly that there must be some means provided for the financial relief of the officers and employees in this district, if there is any expectation of adequate returns in the way of service and morale. He is very frank to say that his own salary is insufficient to meet current expenses, to say nothing of any thoughtful provision for his family in the future; and the situation is equally keen with the others in the district, especially those who have dependents. The only apparent source of relief at the present time is to endeavor to find employment in some other line of work outside of our office hours and to be relieved of the burden of overtime and overwork in our official employment. It is respectfully urged, therefore, that every possible effort be exerted by the officials of the bureau and the department to secure a living wage for those who may remain in the service.

INSPECTOR IN CHARGE, DISTRICT NO. 11, COMPRISING ILLINOIS, INDIANA, MICHIGAN, AND WISCONSIN, WITH HEADQUARTERS AT CHICAGO.

APPLICATIONS.

Aliens examined at Chicago as a port of entry have been reported to the commissioner of immigration at Montreal and are included in his statistical returns. This includes aliens who entered from Canada and whose admission was subsequently legalized by the department.

DEPORTATIONS (EXPULSIONS, INCLUDING CHINESE).

The total number of deportation cases in which departmental warrants were issued was 854, although 1,180 cases of aliens suspected of being in the United States in violation of the law received consideration by this office. Warrant hearings were held in 559 cases. Twenty-two of these are pending before the

department and 12 are pending before this office at the close of the year; 381 arrest warrants have been canceled; 38 warrants of deportation executed; 74 warrants of deportation are in the hands of this office for execution; and action has been deferred by the department in 32 cases.

But one Chinese person was arrested under the immigration law, his deportation having been ordered.

FINANCIAL AFFAIRS.

Head tax collected at this station has been promptly forwarded to the commissioner of immigration at Montreal to be included in his report.

The allotment to this district was $8,000 and the disbursements totaled $7,691.69.

The stated amount of disbursements includes only ascertained expenditures at the close of June 30, 1919. A conservative estimate of unascertained sums yet to be paid indicates that the total will not be less than $8,500. With the gradual elimination of the conditions which have restricted immigration and made deportation impossible in so many cases it is obvious that the expenses incurred on account of deportations will increase.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Seven Chinese persons were arrested this year on commissioner's warrant, and there were 41 such cases pending from 1919. Deportation was ordered by the United States commissioner in 7 cases and by the Circuit Court of Appeals in 1 case, the aliens in 5 instances having been deported.

The number of arrest cases indicates that there has been less fraudulent entry to the United States since war-time conditions in Canada have made that country more attractive to the Chinese landing there and war-time conditions in Mexico have made passage through that country so precarious. It seems probable, too, that the new Canadian laws relating to Chinese will lessen the number coming to the United States via Canada.

CIVIL SUITS.

The 6 cases mentioned as pending in last year's report have not been disposed of. No new cases have arisen during the present fiscal year.

No criminal prosecutions have been instituted.

WRITS OF HABEAS CORPUS APPLIED FOR.

Writs in 9 new cases were sued out, and 5 cases are pending from the previous fiscal year. One alien was discharged on a writ, which leaves 13 cases pending.

Five of the cases pending, which were brought in the district court at Milwaukee, arose from the arrest for deportation of members of the Communist Party of America. They have not been argued yet, on account of pressure of other business in that court, and the aliens were released on bail. It is expected that they will be heard by Judge Geiger, whose opinions command much respect.

WHITE-SLAVE MATTERS.

Practically no cases involving prostitution have come to our attention, due to the fact that repressive measures by municipal authorities have scattered the business and caused it to be conducted with the greatest caution. Possible additional reasons are the changed industrial conditions and the fact that few unsophisticated alien women have arrived in this country since the war began.

CONTRACT LABOR.

No violations of any magnitude were discovered during the year, in spite of the scarcity of labor. Employers as a rule have become familiar with the broad character of the present law and are not disposed to take any chances with it. Numerous inquiries are received about importing skilled labor in accordance with rule 27, and a circular covering it has been mimeographed for the benefit of such inquirers. All applications so far made have received

favorable action by the department. Many inquiries are also received about importing domestic and farm help, testifying to the great scarcity of this kind of labor.

WORK OF MEDICAL OFFICERS.

What was said in preceding reports of the cheerful cooperation of the officers of the Public Health Service still remains in effect.

SMUGGLING OPERATIONS.

There have been no indications here of any organized smuggling of Chinese or other aliens.

SOCIETIES FOR THE BENEFIT OF ALIENS.

No new organizations of this sort have come to our notice during the year except the recently organized United Americans of Illinois, one of whose purposes is to furnish non-English-speaking people, and especially the foreign-language press, with authentic information about the regulations governing immigration, alien-income tax, passports, travel permits, etc. This office recently furnished the organization with a concise statement of the immigration regulations, which has been translated into many foreign languages and furnished the foreign-language press of this vicinity. Similar statements have been furnished the "welfare departments" of some of the mills, etc., where foreigners are employed and have been printed in their "house organs" with a view to preventing the exploitation of resident aliens who wish to send abroad for relatives.

The office of the Immigrants' Protective League has been moved to rooms in the building adjoining this office, which has facilitated the execution of affidavits for arriving aliens, etc.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

These settlements have not changed materially during the past year. The gradual extension of the business and manufacturing districts encroaches on the territory occupied by the poorer foreigners and they gradually move to better neighborhoods.

CHINESE PREINVESTIGATION MATTERS.

Forty-seven members of the exempt classes were granted return certificates, in addition to 28 laborers and 63 natives. Investigations numbering 129 were conducted in other matters connected with the enforcement of the exclusion laws. Applications for duplicate certificates were granted in the five cases occurring during the year.

It will be noted that these figures are from three to four times as large as those for last year. As travel conditions improve a marked increase in these figures may be expected.

INVESTIGATIONS.

The records show a reasonable increase over last year in applications for admission at ports of entry, 103 having been investigated, as were 2 after temporary admission of the aliens concerned; and 4 after admission of the aliens on bond. In addition, there were conducted investigations in 1,184 warrant cases; 592 in naturalization matters; and 1,313 in other matters.

STATION AND EQUIPMENT.

The present quarters are adequate and convenient, and the rental is very low in comparison with prices fixed within the last year; the rate of $1 per square foot which we enjoy was made two years ago for a three-year term, and since then rentals in the older office buildings have increased 40 per cent or more, while there has been an even greater increase in the newer and more ornate buildings.

Just at the close of the year some of the equipment which had been used by the Children's Bureau in this building was loaned to the station for use until needed elsewhere by that bureau or the Employment Service.

PERSONNEL.

The officers in this district have performed their duties with the utmost interest and energy. The figures set forth earlier in this report show a great increase in the work, which has been taken care of with little additional help. During the Communist raids in November, December, and January the Department of Justice kindly loaned stenographers to report some of the hearings.

Comment on the inadequacy of the salaries which can be paid with the appropriations available is needless. Expenses have doubled in the last six years, but compensation has not kept pace. The loyalty and industry which have characterized all officers under these trying conditions reflect the greatest credit on their patriotism.

COOPERATION WITH OTHER INVESTIGATIVE BRANCHES OF THE GOVERNMENT.

There is nothing new to be said under this head. Relations with fellow officers in all departments have been most cordial.

ALIEN ANARCHISTS.

Various reasons have made it inexpedient to hold hearings under the warrants issued for the alleged alien anarchists now under sentence in Leavenworth Penitentiary. Their cases have not been passed upon by the Circuit Court of Appeals; if that court decides against them we will proceed under the act of May 10, 1920, which will make it necessary only to show alienage and the commission of a crime under the war-time laws. If their conviction is not upheld by the Circuit Court of Appeals we will proceed under the anarchist provisions of the law. As a result of the Communist raids in January we applied for 738 warrants, of which we were able to serve 453 to date; 349 have been canceled; 4 aliens have been deported; 57 are awaiting deportation as soon as transportation can be arranged; in 28 cases final action has been deferred for three or six months; 10 cases are pending before the department, and 5 cases remain to be completed by this office when important witnesses are located. Needless to say, this work and the peculiar conditions under which it had to be done called for extraordinary effort on the part of all officers. It is no secret that the raids were not popular with a considerable element in each locality and the greatest pains were taken to insure each alien a hearing so fair that neither he nor his friends nor the courts could find any fault with it. The extremely short time between the receipt of the warrants and the date set for their service made their classification as to locality, their indexing, etc., in itself no little task. In this city it was fortunately possible to get the use of one whole cell wing at the house of correction, made vacant by the operation of the prohibition law, and aliens arrested in this vicinity were detained in comparative comfort until their friends could arrange bail. Detained aliens were, of course, accorded hearings before those who were at large on bail. All aliens but three were promptly released on bond, those three being deported with the least possible delay. All the aliens in any locality were examined by the same inspector, who was thus able to dovetail together all the facts brought out at all their hearings and give each one a more thorough examination than would have been possible otherwise.

All reports were reviewed by one inspector before being submitted to the bureau, this reviewing officer thus acquiring a broad knowledge of all Communist activities in this district. One of our most efficient inspectors was on furlough and was recalled to duty to assist in this extra work, and the bureau kindly detailed a very capable man from the Jacksonville district for two months. The clerical force was increased for 90 days by two temporary stenographers and, as mentioned before, by the services of some stenographers from the Department of Justice. The service should be proud of the fact that, while the attorneys for the aliens sought diligently for some fault to find, none of them had any criticism to offer on the transcripts made by our stenographers; clerks who are being paid less wages than the average amanuensis in a law office did the work of court reporters. The use of Liberty bonds as collateral for bail worked to the advantage of the service and the aliens; real estate bonds in the State of Illinois are worth little more than the paper they are written on, as the bondsman may transfer his property five minutes after he gives the bond and render the bond absolutely valueless; under these circumstances we could not have released aliens on real estate bonds without first

making the most searching investigation as to the integrity of the signers, and that would have meant practically indefinite delay.

INTERNED SEAMEN.

On account of its inland location this office did not participate in this work.

PASSPORT-PERMIT WORK.

Applications for permits to depart from the country numbered 3,051, of which 2,586 were granted, 33 refused, and 432 remained pending at the end of the fiscal year in question.

TEMPORARY ADMISSION OF LABORERS FOR WAR WORK.

One Mexican, imported by the Chicago & Alton Railroad, was deported at the company's expense. The Chicago, Rock Island & Pacific Railroad returned 1 Mexican and reported the desertion of 27 others. The Santa Fe reported 3 desertions. Miguel Munoz, imported by the Holly Sugar Corporation, was deported at its expense. Alberto Flores was imported by the Baltimore & Ohio Railroad, but when he wanted to return to Mexico the company refused to furnish him transportation; the matter was promptly referred to the bureau and the higher officials of the company directed that transportation be furnished, but in the meantime the alien had disappeared.

ILLITERACY.

This office does not come in touch with the workings of the illiteracy test to such an extent as to be qualified to discuss it.

RULE 17-A.

No new releases under this rule were made during the year, but one alien was paroled to the Central Howard Association, whose business it is to assist released prisoners in securing employment. One alien so released has bought a good home, and has made himself a highly respected member of his community through the assistance given him by this association. Another alien released under rule 17-A joined the Army and is making a good record there.

SEAMEN.

A total of 408 seamen were examined who arrived at this port as members of the crews of vessels coming from Canada, to 126 of whom seamen's cards were issued. None were certified during the year for loathsome or dangerous contagious diseases, or removed from vessels for hospital treatment.

INSPECTOR IN CHARGE, DISTRICT NO. 12, COMPRISING MINNESOTA AND NORTH AND SOUTH DAKOTA, WITH HEADQUARTERS AT MINNEAPOLIS.

Many of the adverse conditions imposed by the World War, and which seriously curtailed and handicapped all regular immigration work here and elsewhere, have been removed or partially overcome during the year just closed. It is sincerely hoped that normal conditions will again be restored early in the approaching year, thereby permitting the expeditious handling of all immigration work, especially deportations .

As this is an interior district there are, of course, no arrivals to report. Entries to this district from Canada, via Minnesota and North Dakota, are through 14 border ports, under the jurisdiction of the commissioner at Montreal.

DEPORTATIONS (EXPULSIONS).

During the year just closed, 60 aliens (35 men, 17 women, and 8 children) were deported by this office—22 to Canada, 38 to Europe. Twenty-two of these were insane public charges removed from State hospitals; 11 were aliens con-

victed of crime and removed from penal institutions, and the remaining 27 were deported on various immigration charges. Five additional aliens under orders of deportation voluntarily left the United States at their own expense and their departure was verified by this service. Eighteen other deportations from this district by stations under the Montreal office were: Portal, 2; Winnipeg, 9; International Falls, 4; Duluth, 3. Grand total of deportations from this district during the year, 78; by Minneapolis office, 60; by border stations, 18. As was to be expected, this number (60) is the largest deported by the Minneapolis office in a year since the fiscal year ended June 30, 1914, when the total was 64.

The year closed with deportation warrants in hand for 64 aliens. (Whereabouts unknown of 9 of these, who violated parole or escaped from State institutions.) Twenty-four of the 64 aliens are now serving sentence in penal or reformatory institutions, while most of the others can not be deported at present owing to other reasons.

During the period covered by this report 121 deportation cases were dismissed locally or by the department for various reasons, such as insufficient evidence, death, escape, legalization of entry, loss of jurisdiction, and transfer of cases to other offices.

At the close of the year, applications for 5 arrest warrants were pending before the department, 15 warrants of arrest were in hand and unserved, 15 hearings were before the department for decision or decision had been deferred, and there were approximately 45 open cases.

Included in the foregoing summary were 37 warrants of arrest under the act of October 16, 1918 (alien anarchists, etc.), issued during the year and based on evidence obtained by agents of the Department of Justice. These aliens were alleged to be members of the Communist Party or Communist Labor Party. Thirty-four of the 37 warrants received have been served and hearings conducted, with the following results: Dismissed, 23; ordered deported, 9; decision deferred, 2. The present report, I believe, would be incomplete without brief comment on these cases. Actual membership in the parties named was admitted or proved in only a limited number of cases. Testimony in most of the cases was voluminous, covering past and present affiliations and personal beliefs. As stated, there were few clear or "perfect" cases where membership in one of the two organizations was positively established. Inspectors Robert F. Davis and O. B. Holton conducted all these hearings, assisted by Clerks William G. Nyquist and George Weaver. Recommendations in each case were made by the examining officer and myself, based upon the evidence introduced at hearings, and our interpretation of the law. As was to be expected, the examining inspectors and myself frequently differed in our recommendations in the same case. However, each received careful personal consideration of both the examining inspector and myself. The recommendations reflected our individual convictions. Representatives of the Department of Justice were present at these hearings, and, with a few exceptions, all aliens were represented by counsel. Painstaking attempt was made, as always, to accord aliens a full and fair hearing, and no adverse comment has been heard from any source regarding our handling of these cases. The deposit of $18,500 in Liberty bonds for release of those aliens arrested under the act of October 16, 1918, imposed an additional responsibility in receiving, depositing, and returning them. It is a pleasure to state that almost all these bonds have been finally accounted for at this time.

COMMENTS ON DEPORTATION WORK.

As formerly, there has been active and hearty cooperation with other offices in handling deportation cases, especially in the delivery of aliens to eastbound deportation parties. Success of deportation parties inaugurated by the bureau and in charge of its own representatives naturally depends upon the clocklike cooperation of the various field offices. Although ample advance notice of the movement of parties is usually given, it is at times difficult to make deliveries at a specified time and place. This is due, however, to a limited force, and varying local conditions unknown to the bureau.

Increased activity in deportation work is inevitable when it becomes possible to deport all aliens whose removal has been deferred on account of war conditions, and to deport current cases irrespective of nationality, shortly after issuance of warrants.

An embarrassing condition of present deportation work is the necessity of obtaining passports (or production of evidence necessary to obtain them) for aliens to be deported at Government expense. This is especially true in the cases of insane aliens and those from European countries whose territorial limits were altered by the peace conference.

Several cases have arisen in this district during the past year where aliens entered the American Army during the war, either through the draft or enlistment, served for a time—in this country or Europe—later received honorable discharge and subsequently became public charges. These aliens, however, were believed to be subject to deportation under the existing law. While it did not appear to the laymen that aliens' disability (whether insanity or otherwise) was even remotely due to Army service, especially when such service was entirely in this country—action by this service in such cases is likely to be questioned by the public. It appears to the writer that these cases should be reported to and considered by the Bureau of War Risk Insurance, to determine the Government's liability, if any, before or at the time deportation proceedings are instituted.

A different situation exists as regards Americans who enlisted in the Canadian Army prior or subsequent to the entry of the United States into the World War. It is understood that Canada holds that these men, irrespective of the time they entered the Canadian Army, have not acquired Canadian citizenship thereby. The United States, on the contrary, holds that those Americans who entered the Canadian Army prior to April 6, 1917, lost their citizenship here, and defines procedure by which they may be restored to American citizenship; occasionally such an American who has served in the Canadian Army returns to this country and becomes a public charge—possibly due in part to army service. Deportation of these ex-Canadian soldiers is impossible, yet it does not seem proper that the burden of their maintenance as public charges should fall on the American taxpayer. Doubtless the Canadian authorities might extend financial relief through pension or otherwise, if these cases were called to their attention, and it appeared that present disability was due to such army service.

A recommendation it is desired to urge, and which it is hoped to see incorporated into the immigration law, pertains to jurisdiction in deportation proceedings. In all cases where a time limit is placed on the deportation of aliens it is believed that in computing such time all periods should be excluded during which an alien is an inmate of a hospital, poorhouse, jail, prison, or other public institution, and each month during which he has received relief from the poor fund of any county or municipality. This is the Minnesota law determining the domicile or settlement of applicants for public aid, and it is believed substantially the same law is in force in most of the States. Amendment of the immigration law to the extent and in the manner indicated would allow the Government to retain jurisdiction, in public charge cases especially, for a longer period. This would permit the deportation of many aliens who were not called to the attention of our service during the first three or five years after landing, as the violation may be; those whose landing could not be verified during the present statutory limitation because of misleading or incomplete information, and especially in the cases of the insane, where no reliable information whatever may be obtainable within a reasonable time after admission to State institutions.

Another suggestion which the writer thinks might well be adopted and incorporated into the law also pertains to date of aliens' entry to the United States as determining jurisdiction in deportation proceedings. Under the Chinese-exclusion laws the Government has placed the burden of proof on the arrested Chinese of establishing his right to be and remain in the United States. As regards deportation of aliens under the general immigration law, it is believed the same reasoning should be followed to the extent of placing the burden on aliens of proving that they had been in the United States beyond the statutory deportation period and were therefore not subject to deportation on the ground or grounds alleged. As we are now operating it is generally necessary to obtain landing data from the alien himself or other interested party, and then secure an official certificate of arrival from the port authorities. Usually knowing of its intended use, it frequently happens that the alien or his friends willfully give misleading information regarding entry for the purpose of defeating deportation. As stated, the burden of establishing date and

place of entry now rests with the Government, whereas it is believed it should rest with the alien.

Owing to the limited time which has elapsed since their passage no cases have yet been considered and handled under the act of June 5, 1920 (to amend act of Oct. 16, 1918, regarding alien members of the anarchistic and similar classes), and the act of May 10, 1920 ("An act to deport certain undesirable aliens and to deny readmission to those deported").

FINANCIAL AFFAIRS.

On August 7, 1918, the estimated cost of operation of this district for the fiscal year 1920 (just closed) was $1,975. The bureau, however, made original allotment under the immigration appropriation of $1,000 on July 31, 1919, increasing it by $500 May 17, 1920, or a total of $1,500. While a few minor accounts have not yet been submitted and passed, it now appears that the year closed with a deficit of less than $50. The money expended was divided under four headings: Contingent and miscellaneous expenses, $252.55; per diem in lieu of subsistence, $348; traveling expenses, exclusive of transportation, $482.12; detention and maintenance of aliens, $462.25.

Additional expenses under other appropriations and not chargeable to allotment were incurred as follows: "Enforcement of laws against alien anarchists" since March 7, 1920, $114.95; "expenses of deporting aliens" since April 22, 1920, $27.73. The foregoing statement of expenses, of course, does not include salaries and transportation.

As stated under the subhead "Investigation," the sum of $192 in head tax was collected and remitted by this office during the year. (Collected from aliens whose entry had been legalized.)

As directed by the bureau, monthly statements have been compiled and submitted, showing the expenses incurred by this office in deportation of aliens where warrants were issued before and after July 1, 1919. This tabulation shows grand totals as follows:

Ordered deported prior to July 1, 1919	$1,903.83
Ordered subsequent to July 1, 1919	2,708.00
Cost of deporting 60 aliens by Minneapolis office	4,611.83

Pursuing this line of inquiry still further, the figures show that it cost an average of $76.86 to deport each of the 60 aliens deported by this office. This average, of course, includes all deportation expenses incurred by inspectors, matrons, and attendants, including their railroad transportation and that of the aliens deported.

I desire to renew the recommendation in my last annual report that the per diem allowance for the Immigration Service be increased to at least $5. This would be merely a 25 per cent increase over the present per diem allowance of $4. There is no question whatever that the cost of subsistence has increased considerably over 25 per cent since the $4 per diem was originally authorized for the service.

Considerable embarrassment has arisen during the past year owing to the necessity of submission of expense accounts under three appropriations. This has been especially true of split accounts, where part of expenses on the same trip was chargeable to one appropriation and the balance to one or two others. This procedure likewise complicated the preparation of monthly liability reports. It is hoped that this will be simplified and standardized for the coming year.

CHINESE INVESTIGATIONS.

As anticipated in my last annual report, during the year there was a marked increase in Chinese work, especially applications for return certificates. However, there were no cases of striking interest or deserving of comment at this time. Summarized, the cases were classified and disposed of as follows:

	Applications.	Approved.	Denied.	Pending.	Died.	Action unknown.
Merchants and merchants' sons (departing)	6	6	.....	.....	.....	.....
Merchants' sons (entering)	2	1	.....	1	.....	.....
Laborers (departing)	14	12	.....	1	1	.....
Natives and sons of natives (departing)	12	10	1	1	.....	.....
Natives and sons of natives (entering)	2	.....	.....	.....	.....	2
Students (entering)	5	5	.....	.....	.....	.....
	41	34	1	3	1	2

Investigations were also made from time to time relative to Chinese admitted as of the exempt class. No arrests under the Chinese-exclusion law were made in this district during the year.

It is sincerely hoped the bureau will renew its recommendation, carried in previous annual reports, for registration of all Chinese (laborers and exempts) now in the United States. It is suggested the law be amended to provide that thereafter registered laborers be permitted to leave upon depositing their certificates and readmitted merely upon identification. This registration of Chinese could easily be done in connection with the registration of all alien residents if the alien registration bill is passed by Congress.

INVESTIGATIONS.

During the fiscal year just closed, this office investigated the claims of American citizenship advanced by 32 persons whom the Dominion authorities sought to deport to the United States as citizens thereof. This was an increase by 21 over the preceding year.

Miscellaneous investigations, including those on behalf of arriving aliens, were made from time to time at request of the bureau and field officers, and, in addition, a number of bonds for incoming or arrested aliens were investigated and approved.

Twenty-four aliens who had entered the United States without inspection, or for temporary stay only, were examined by this office during the year, their entry legalized, and a total of $192 in head tax collected and remitted.

PERSONNEL.

It is, indeed, gratifying to know that Congress has again recognized the necessity and justness of a salary bonus to the poorer paid Federal employees by continuing the $240 per annum bonus for another year. Second only in importance to that, it is believed, was the recent enactment by Congress of the Sterling-Lehlbach bill "for the retirement of employees in the classified civil service." This undoubtedly will prove of great mutual advantage to the Government and its large number of faithful workers.

NUNC PRO TUNC EXAMINATIONS FOR NATURALIZATION PURPOSES.

A feature of district work which only comes to the attention of the bureau through the submission of these annual reports is the examination of various aliens who entered the country without inspection by the Immigration Service, who could not be deported because of expiration of time limit, and who, as petitioners for naturalization, require a certificate of arrival. Two hundred and sixty-six such aliens were examined in person or by affidavit during the last 12 months. Certificates were granted in practically all cases. One hundred and sixty-seven such cases are pending at this writing, awaiting appearance of alien or submission of affidavit.

A special affidavit form prepared by and printed for this station has materially simplified the examination of these aliens. Favorable comment on this special form has been received from a number of other offices.

This examination of aliens and preparation of certificates requires a large part of one man's time.

PERMIT WORK ON BEHALF OF THE STATE DEPARTMENT.

Officials at this station continued to act as permit agents for the State Department during the past year. Owing to modification of the regulations gov-

erning permits and amended definition of "hostile aliens" there were only 178 applications filed, all of which, with a few exceptions, were granted. For some months past the work of this office has been restricted to alien enemies desiring to visit Canada, and aliens of no nationality unable to obtain passports.

MATRONS AND ATTENDANTS IN DEPORTATION CASES.

Matrons and attendants are now allowed a nominal compensation of $1 only for services. In years past, when attendants and matrons went through to port of delivery, where they were allowed a 24-hour lay-over, with possibility of visiting friends and returning by another route, the nominal compensation of $1 was generally acceptable. Numerous changes, however, have come about since that procedure was inaugurated. The trips originating at this station are shorter, rarely farther than to Chicago or Winnipeg, both over 400 miles and less than 500, with no authorized lay-over; the compensation for a matron or attendant is the same regardless of the number or condition of aliens under their care; most of such assistants employed by this office are entitled only to actual expenses and $1 compensation; and, as they are usually outsiders designated by hospital or other authorities at our request, not seeking such assignments on their own account, they are naturally unfamiliar with our travel regulations, and in consequence there is a likelihood of disallowances in their expense accounts. At best, they barely break even, and in case of disallowance of $1 or more they lose money and have, in fact, donated their services. I earnestly recommend that the nominal compensation of attendants and matrons be increased to $5.

In closing this report it is again desired to acknowledge the advice and support of the bureau and department, the hearty cooperation of my associates, and the active aid of various Federal, State, and municipal officials, as well as the representatives of relief and charitable organizations.

INSPECTOR IN CHARGE, DISTRICT NO. 13, COMPRISING MISSOURI, IOWA, EASTERN NEBRASKA, EASTERN KANSAS, AND EASTERN OKLAHOMA, WITH HEADQUARTERS AT ST. LOUIS.

GENERAL COMMENT.

The natural increase in the volume of business in this office might have been within the capacity of our small force of inspectors had not their time and attention been almost wholly absorbed during the last six months by the abnormal pressure occasioned by the so-called campaign against alien anarchists, Communists, and other radicals, whose cases, under departmental instructions, were given precedence over all other activities.

As to these special cases, it is pleasant to state that the record of this district can not be impeached and that the general criticism of the service on the part of politicians and a prejudiced press can not be applied to our branch of the service. No arrests were made by the immigration officers in this district, nor was jurisdiction exercised over aliens apprehended by representatives of the Department of Justice until warrants of arrest were duly issued by the Secretary of Labor. It is possible that the inspector in charge rendered himself liable to criticism for too great leniency in accepting the personal parole of the aliens or their friends in a few cases where great hardship would have resulted from detention in jail, but no such parole was violated. Every possible effort was made to facilitate the release of arrested aliens under bond, and the right of representation by counsel was invariably respected; moreover, all warrant hearings were expedited as promptly as was possible with our limited force.

MOVEMENTS OF ALIENS.

As has been anticipated, there is apparent a very general disposition on the part of foreign-born residents in this section to send for their indigent and dependent relatives in Europe and to aid and assist them in coming to America, presumably for permanent residence. More than ever is there cause to believe that the war-ravaged European nations will discourage emigration of their able-bodied citizens, whose potency for rehabilitation and the "replenishment

of the land" is an invaluable asset, but, by the same token, it is a part of the obvious program to speed the departure of the widow and orphan, the aged and infirm—the human liability, so to speak. These conditions cause a marked increase in the demands made upon us for investigation as to the destination and prospects of aliens detained at the ports of entry and destined to friends and relatives here. Proportionately, the volume of this especial line of work is larger than it ever was in prewar times, when the arrivals at the ports of entry were vastly greater than now. There is also an increasing demand for our advice and assistance in behalf of those aliens whose importation is sought by friends and relatives here in advance of their preparations for leaving their native lands. The demands upon our time and effort in this connection more than equalize the previous demand for special work in the permit and passport line, which now has greatly diminished.

It is strongly urged that such essential legislation or departmental action be inaugurated as will result in placing in all foreign ports whence there is any considerable emigration to America capable and experienced immigration officers who can supervise the inspection and investigation of all aliens who are not obviously fit to meet the requirements of our laws. The unfortunates of other lands should not be permitted to embark for America, risking the cost of transportation and the heartbreak of rejection, unless there can be a reasonable assurance of a welcome.

NATURALIZATION.

As heretofore, no inconsiderable amount of attention is required by so-called nunc pro tunc inspections of aliens whose entry was unlawful, but who now seek naturalization, and so far as possible these matters are given prompt and courteous treatment. A great majority of the applicants for such inspection are persons domiciled in rural districts and small communities, usually, as it happens, at great distances from this office or its branches at Omaha and Kansas City. Under bureau instructions we are not authorized to incur any expense for travel in behalf of these applicants. Invariably, when we are notified of such a case, the applicant is advised to call upon the nearest office, for inspection, if that be possible. Usually it is not, hence whenever an inspector is on detail in any section of the district, applicants of this character are notified of the various towns or cities where he may be met at the least expense, and thus we are able to favor a large number of these potential citizens.

ALIENS UNFIT FOR MILITARY SERVICE.

Once more it is respectfully urged that the attention of the bureau be given to a systematic search of the records of the draft boards which, during America's participation in the late war, exempted many thousands of alien residents of America who were found unfit for military service because of physical disabilities, as well as moral and mental delinquencies. Unquestionably, great numbers of these aliens have been in the country less than five years and their aforesaid disabilities, in large part, may have existed before entry. Such aliens are proper subjects for deportation, and it is wholly improper that they should be permitted to remain in the United States and mingle with our citizenship. Especially is this true of those many thousands who were found to be afflicted with loathsome and dangerous contagious diseases. The three and five year limitations in these cases are one year nearer expiration than when attention was called to this matter in the last annual report. It would appear to be a perfectly feasible and simple matter to detail a small force of men to search the military records and report to the officers in charge of each district the names and addresses of the aliens rejected and exempted, such as are above described.

CRIMINAL ALIENS.

Again it is a pleasure to refer to the beneficent effect of the enactment providing for the deportation of aliens under conviction for crime and who have been sentenced to imprisonment therefor, but proof is more than ever convincing from an intimate knowledge of local conditions, which probably reflect nation-wide aspects of the case, that the law should be so amended as to permit deportation of any alien convicted of any offense involving moral

turpitude, whether sentence is a fine or imprisonment for any period of time. A loophole is offered by the present limitation, and experience begets the belief that it need not be especially difficult in many flagrant cases to obtain from a friendly or lenient court a sentence of a mere fine or a brief period of imprisonment instead of such punishment as would render the alien amenable to deportation on the one-year basis. In this connection the following paragraph from the last annual report for this district is emphasized:

"The bureau is, of course, aware that there are many crimes involving moral turpitude for which local statutes provide imprisonment or fine (or both). I have personal knowledge of heinous offenses, such as rape, seduction, etc., wherein the sentence involved merely a fine, but in which deportation unquestionally should ensue."

DEPORTATIONS.

The estimated number of cases of aliens suspected as being subject to deportation proceedings that received consideration by our officers in the past year was 3,000. Eight hundred and sixty-nine investigations were conducted, of which a written record was made, and as a result of these investigations 325 departmental warrants were applied for by this office, 299 warrants of arrest were issued on these applications, 271 of which were served; 29 are pending before the department, and at the beginning of the year 203 cases remained open from 1919.

The department canceled the warrants of arrest in 132 cases and directed deportation in 146. Of the aliens involved, 137 have now been deported, and this office holds warrants of deportation for 204 aliens, to be executed when conditions permit.

Only two warrants for the arrest of Chinese persons under the immigration law have been issued, cancellation being the outcome in both instances.

There have been no arrests of Japanese this year.

FINANCIAL AFFAIRS.

The allotment to this district from the immigration appropriation was $10,000, and disbursements were $9,386.42.

FINES ASSESSED IN COURT CASES.

A fine of $300 was assessed by the court against a Chinese person for attempted bribery (later discharged); and $1,000 was collected from the sureties on a bond for an anarchist, who could not be located.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

In the handling of Chinese matters before the courts our success has not been at all satisfactory, although strenuous efforts have been made by our law officer and the various United States attorneys. One order of deportation was obtained and in three cases the Chinese were discharged by court decree. In none of the latter cases were the elements such as to permit appeals to higher courts. There are no cases pending.

CIVIL SUITS.

No new civil suits have been undertaken during the past year. The two cases held over from the previous year, United States *v.* De Vroye and United States *v.* Tompras, still are pending with no change in their status, except that in the De Vroye case the court granted the defendant's motion for a new trial. No date has, as yet, been set for the hearing.

WRITS OF HABEAS CORPUS.

Ten habeas corpus cases were pending from the previous fiscal year, and 2 new writs have been sued out. Ten cases still remain pending. The principal in one of the previously pending cases escaped, the case then being abandoned.

The Circuit Court of Appeals for the Eighth Circuit finally announced a decision in the Hanges case after holding the matter in its bosom for over a

year. As was anticipated this decision follows the first ruling of said court on this same case, and it has heretofore been urgently recommended that the matter be carried up to the Supreme Court if at all possible. It is understood the United States attorney is likewise desirous of having the matter reviewed by the court of last resort. It appears highly important that no stone be left unturned in the matter of having a ruling on this matter by the Supreme Court, as, if the Hanges opinion, as it now stands, is the law with reference to the conduct of administrative proceedings in deportation matters, the service will ever after be much harassed and its efforts seriously retarded, as in substance it holds that an alien in administrative proceedings is entitled to the same benefits as a defendant in a criminal case, and the officers are seriously hampered in these summary proceedings in being strictly bound by the rules of evidence as applied in criminal practice. Able assistance has been received from time to time from the United States attorneys in the handling of habeas corpus proceedings, and the law officer, who has been following these cases, has been able to render valuable assistance in the premises.

WHITE-SLAVE MATTERS.

No unusual features have developed in the handling of warrant cases in which white slavery was a point in interest which would be of especial note at this time.

CONTRACT LABOR.

There have been no important cases within our jurisdiction wherein the single feature of contract-labor law violation was paramount, which called for action against the importer, other than the numerous cases of Mexicans imported under special privileges properly extended by departmental action. As has always been the case since these special exceptions were made the parties of Mexican laborers imported for various industries in this section of the country prove to be an exceedingly expensive luxury to the responsible contractors and they are difficult to handle under the contractual terms. While the Government may hold the contractor to a strict accountability the latter has no effective legal hold upon the imported alien and there is nothing in the individual or collective contracts with the aliens which permits of actual control over or detention of the alien when he chooses to leave the service of the original employer, and it would appear from the reports reaching us that a very large proportion of such imported aliens desert their employers without compunction and very frequently without any real or alleged cause. In several instances we have collected large sums from the importers covering the expense incurred in the detention and deportation of their deserting laborers.

It is the writer's belief that in addition to such charges there should also be assessed against the importer the necessary expense incurred by our inspectors and other employees for travel and otherwise in the course of their investigation and apprehension of the aliens, as well as the subsequent warrant proceedings. In the long run these expenses comprise a considerable sum, which should be recoverable.

SMUGGLING.

No cases have developed in the thirteenth district during the past year in which credible evidence has been obtained of smuggling operations.

The bureau, of course, is well aware of the fact that throughout this district as well as the whole country Chinese restaurants and similar enterprises are growing in number, size, and evident prosperity, and that the employees in these concerns—cooks, waiters, etc.—are well-appearing young Chinese, many of whom are believed to have obtained admission to the United States as students, but who, when investigated, almost invariably refuse to show their student certificates and set up the claim of nativity.

INVESTIGATIONS.

The following investigations have been conducted: Cases of applicants for entry, 102; aliens admitted on bond, 5; warrant cases, 804; naturalization matters, 155; others (estimated), 2,500; preinvestigations of status, 83; warrant cases (Chinese persons arrested under immigration act), 2; to determine lawful residence of Chinese, 24; miscellaneous Chinese matters, 89.

PASSPORT-PERMIT WORK.

No attempt is made to furnish statistical data as to the numbers of applications and permits issued or any classification thereof for the reason that the decisions and rulings of the Department of State were so numerous and so frequently involved changes and alterations in our processes as to render quite impossible the maintenance of a statistical record had such been required.

The said changes have added to our burden for the reason that we have been obliged to explain same from time to time to the numerous applicants for permits, as well as to the steamship agents and others who handled large numbers of aliens seeking permission to return to their native lands. We have found it rather difficult from time to time to properly construe and interpret the rules, and this has caused a feeling of uncertainty to arise as to whether we were proceeding correctly in all matters.

Considerable difficulty has been experienced in this branch of the work by reason of the geographical changes which have recently taken place in Europe, it being very hard to determine in some cases of what country an applicant was a citizen or subject.

The congestion of steamship transportation has been very annoying, as aliens who were given permits to leave within a 60-day period were unable to procure accommodations in that limited time, and this office would then be called upon for suggestions and advice as to how they might eventually get started on their way to their foreign homes.

ANARCHISTS.

During the first half of the fiscal year 1920 this office dealt with an occasional anarchist case in the routine business, and these call for no specific comment. During the latter half of the year, however, a very large portion of the time and effort of the whole force was devoted to warrant proceedings in so-called anarchist cases which were primarily investigated by the representatives of the Department of Justice and reported to this office for action in accordance with the instructions of the Department of Labor, which were coincidental with the orders of the United States Attorney General to his special agents. These special agents in our district were located at St. Louis, Kansas City, and Omaha, and the reports, transcripts of testimony, and other advices received from them were in the main carefully prepared, and furnished apparently all of the primary evidence required or desired by the bureau as a basis for warrant proceedings.

No arrests were made by our officers, but after the aliens implicated in the reports were apprehended by the agents of the Department of Justice, immediate action was taken by our inspectors and hearings conducted under the warrants already in hand.

On the night of the original raid, January 2, nearly all this force worked all night, conducting the essential hearings as rapidly as possible, as the officers already had in hand a considerable number of warrants of arrest. As fast as other aliens were apprehended by the Department of Justice agents, and the initial information furnished, urgent speed was used in applying for warrants for such aliens, and statements already made are reiterated that in every case when custody and jurisdiction were assumed by this office the warrants of arrest were in hand for service, and such service was had with the least possible delay.

The larger number of these aliens were represented by attorneys employed by the National Communist Party, and the argument for the defense was that membership in said party did not constitute a violation of the laws relating to alien anarchists; this notwithstanding the decision of the Secretary of Labor in the case of Englebert Preis, which was relied upon by this office as the basis for its recommendation of deportation in a large proportion of the cases reported. In the hearings of many of these cases the inspectors had before them the record books of the local branches of the Communist Party containing the names of the aliens involved, and in some cases there was available the testimony of the secretaries of the organizations. The attitude of many of these aliens was brazen, if not distinctly blatant, and they showed little hesitation in admitting all that the Government charged, but, of course, in a majority of cases the aliens and their attorneys sought to prove that the record membership in these organizations was either without the knowledge and consent of the individual alien or that he was remarkably ignorant of the meaning and intent

of the statement of principles and the regulations of the organization to which he had subscribed.

But one order of deportation has been received. This is the case of a Russian, whose removal is not now feasible.

For the general welfare of the community, for the ultimate vindication of the true spirit of America as interpreted by patriotic workers, and in order to reestablish in the public mind respect for the legal and administrative processes of the Government it is hoped that action against many of the radical aliens recently discharged may be undertaken under the act of June 5, 1920, this comment being based upon the natural assumption that in the opinion of the Department of Labor that act fully meets all present requirements and cures the weakness and defects of the original act.

PERSONNEL.

Conditions as to personnel in this district have gradually improved and the few permanent changes made within the past year have not tended to reduce the effectiveness of the force. The few inspectors have been capable and efficient; the clerical force, although greatly overworked, has been competent and loyal; the law officer is an invaluable asset in the handling of the legal aspects of diverse activities and as an encyclopedia of essential facts and information; and, as a final note, there is no hesitation in expressing the firm belief that no other district of such geographical extent and peculiar conditions can be found wherein so large a volume of official work is conducted with a force so small numerically as in the thirteenth district.

INSPECTOR IN CHARGE, DISTRICT NO. 15, COMPRISING MONTANA AND IDAHO, WITH HEADQUARTERS AT HELENA.

It is urgently recommended that a sufficient increase of the force be allowed so as to properly attend to the business of the district, both inspectors for field work and clerical and stenographic help.

The writer trusts that a suggestion as to the present rules and regulations governing applications for departure of Chinese will not be considered out of place or presumptive.

From observations in this district it is believed that to require Chinese living long distances from immigration stations to present themselves, with all their proof to an immigrant inspector for examination as a prerequisite to a temporary trip abroad, tends to encourage fraud on the part of the applicant and opens the way to easy graft to Chinese merchants located at or near the large ports. The bureau is no doubt aware that even before we were prohibited from making preinvestigations at distant interior points, Chinese located at such places not infrequently proceeded to a port and arranged with some mercantile firm, no doubt for a substantial consideration to the latter, to make application and visit China as a member of such firm. The present regulations instead of discouraging rather encourage this practice in my opinion, and it is believed a return to the old system the most satisfactory.

DEPORTATIONS—EXPULSIONS.

This office during the fiscal year had before it 285 cases of aliens suspected of being unlawfully in the United States, in 98 of which investigations were conducted, resulting in application for 26 warrants of arrest. In addition, there were 29 cases of this character pending from the previous fiscal year. The deportation of 19 aliens has been accomplished, 12 on the ground of surreptitious entry, 6 as immoral persons, and 1 as a public charge; 2 aliens were discharged by the department, and 1 by the courts on habeas corpus; and 28 cases are pending. One of the above cases relates to a Chinese person and 2 to Japanese.

FINANCIAL AFFAIRS.

The allotment to this district for the year was $3,000, of which $2,729.61 has been expended. It is recommended that the allotment for the coming year be increased to $3,200.

WHITE-SLAVE MATTERS.

Under this head, as reported a year ago, there are no restricted districts now in this jurisdiction, either in Montana or Idaho, and any prostitution carried on is done in cheap rooming houses and in a manner which makes it extremely difficult to obtain sufficient evidence to justify a warrant. There are few aliens left here in this business that come within the knowledge of this office, and these are mostly known to have been long in this country.

CONTRACT LABOR.

Under this head there was one deportation of a Mexican at the expense of the American Sugar Co., which imported him for sugar-beet work in Idaho.

CHINESE PREINVESTIGATION MATTERS.

Return certificates were granted to 7 Chinese, including 2 native citizens, 3 merchants, and 2 laborers. Applications of 2 alleged merchants were denied.

INVESTIGATIONS.

In addition to the 98 investigations in warrant cases heretofore referred to, 4 such investigations were conducted at the request of other districts, 285 applicants for naturalization were examined for issuance of Form 526–A, 28 investigations in miscellaneous matters were made for other districts, and 13 were required in connection with applications of Chinese for return certificates.

INSPECTOR IN CHARGE, DISTRICT NO. 14, COMPRISING COLORADO, WYOMING, UTAH, WESTERN NEBRASKA, WESTERN KANSAS, AND WESTERN OKLAHOMA, WITH HEADQUARTERS AT DENVER.

WARRANT CASES.

There were 117 warrants pending at the close of the fiscal year 1919. During the fiscal year 1920, 107 warrants were received, making a total of 224, of which the following disposition was made: Deportation effected, 51 (covering 53 aliens); canceled, 29; repatriation to Germany effected, 5; transferred to other offices, 5; discharged on writ of habeas corpus, 2; pending June 30, 1920, 132. Of the 132 warrants pending at the close of the fiscal year 1920, 4 have been forwarded to the bureau for cancellation; 26 cover persons who have been ordered deported and who are awaiting an opportunity to be deported, most of these being in prisons rendering deportation impossible until their terms expire; 2 warrant cases are awaiting hearing; 76 warrants cover persons not found (69 of these cover Mexican agricultural and railroad laborers admitted under departmental exceptions who deserted their work, and whose cases are pending from the fiscal years 1918 and 1919); 1 warrant covers an alien who jumped his bond, this bond being subsequently paid; 4 warrants cover persons who have fled their parole; 13 warrants cover cases in which hearing is now in the hands of the bureau undecided; and 6 warrants cover aliens on parole, 2 of whom are ordered deported, 1 of these 2 being released under rule 17–A.

ANARCHIST MATTERS.

There were 36 cases in which investigations of alleged anarchists, syndicalists, members of the Communist Labor Party, I. W. W., and kindred organizations were made, as follows: In 23 instances warrants of arrest were issued, in 8 applications for warrants were denied, in 4 applications for warrants were not made, and in 1 evidence was secured against an alien arrested in another district.

The following disposition was made of the 23 warrants of arrest: Deported, 2; not found, 1; not found (sent to bureau for cancellation), 1; awaiting hearing on account of State authorities wishing to prosecute first, 1; paroled, 1; not found (returned to district from which warrant received), 1; canceled, 16.

Of the 23 warrants 13 were for members of the Communist Labor Party, the following disposition being made of them: Pending hearing, 1; not found (warrant sent to bureau for cancellation), 1; canceled, 11.

The 13 Communist Labor Party cases were lengthy cases, desperately contested by attorneys, and took much of the time of the employees of the district for three months, and while the Department of Justice Office cooperated until after the arrests were made, the cases from that time on were handled almost entirely by the force of the district.

ALIENS RELEASED UNDER RULE 17-A.

There is but one alien in this district who has been released under rule 17-A. He has been released under this rule since August 5, 1918, has worked steadily, made his deposits in the bank regularly, and complied with the rule in every respect. The working of the rule in his case has been very satisfactory.

RESIDENCE LEGALIZED.

There were 19 cases in which the residence of persons who were found to have entered the United States in an irregular manner was legalized, these persons being examined and head tax collected where not previously paid.

BOND MATTERS.

There were four aliens who were in the United States under bond on account of tuberculosis who requested examination through the headquarters of this district by the United States Public Health Service in order to determine if a cure had been effected in their cases, so that their bonds might be canceled. These examinations were made. There was one alien admitted under bond on account of hookworm who was also examined by the United States Public Health Service in this district to determine whether a cure had been effected, so that bond might be canceled.

Bond was secured in this district for three aliens at request of ports of entry and aliens admitted to the United States on same.

FINANCIAL AFFAIRS.

The amount allotted by the bureau for this district for the fiscal year 1920 originally was $1,600. Upon exhaustion of this amount an additional sum of $800 was allotted on May 20, 1920, making a total allotted of $2,400. The disbursements were $2,488.61, there being a deficit of $88.61.

This district collected from a sugar-beet company the sum of $198.50 to reimburse the district for the expense incurred in the arrest, detention, and deportation of three Mexican aliens who had been imported under departmental exceptions and who had deserted their employment with the sugar-beet company. Check for this amount was forwarded by this district to the disbursing clerk of the Department of Labor.

CHINESE CASES BEFORE UNITED STATES COURTS OR COMMISSIONERS.

There were no Chinese cases before United States courts or commissioners in the district during the fiscal year 1920.

WRITS OF HABEAS CORPUS.

There were three writs of habeas corpus applied for in this district. In two cases the writs were granted and the prisoners discharged from custody. A new warrant was then secured for one of these aliens and he was rearrested, and after a hearing was ordered deported. He again applied for a writ of habeas corpus, which was denied. The court was then asked for an order restraining this district from deporting him, which was denied. The alien appealed to the Circuit Court of Appeals at St. Louis, Mo., which, we are informed, also denied his appeal. Deportation will be effected.

CONTRACT LABOR.

There was one alien arrested under the contract-labor provision of the law, who was given a hearing and ordered deported. The alien voluntarily de-

parted at no expense to this district. There were two investigations made for other offices. There is one investigation for another office pending. One investigation was made on information developed within the district. There were three formal applications to import skilled labor in this district, two of which were granted and one denied. There has been correspondence regarding an application to import skilled labor now pending, but no application has yet been filed.

There have been imported into this district hundreds of alien Mexicans for agricultural purposes by the sugar-beet companies during the present year under departmental exceptions. Prior to this year some of the railroad companies imported laborers for track work. Figures of all importations into this district have never been received. Very few of those imported in past years have been returned to Mexico. How many of those imported this year will be returned at the close of the beet season is problematical. Much complaint has been made by the authorities of the cities and towns in Colorado and Wyoming regarding these Mexicans, they claiming that most of the petty thieving is done by these aliens. There are many now confined in prisons and jails in this district. Of those arrested on department warrants, few are found who will admit they entered the United States under departmental exceptions and by changing their names they render identification almost impossible. This prevents their being deported at the expense of their importers and throws the expense upon the Immigration Service. While they seem to be necessary, in the opinion of the officers of this district, they are a menace.

CHINESE PREINVESTIGATION MATTERS.

There were 15 Chinese laborers who applied for return certificates, 14 of which have been granted, 1 being still pending; 1 merchant applied for return certificate and same was granted; 3 alleged natives applied for return certificates; 1 certificate was granted and 2 other cases are pending; 2 sons of natives were investigated for other offices; investigations were made in 10 Chinese student cases; 1 certificate of residence was sent to the bureau for cancellation; 1 duplicate certificate of residence was issued; 3 investigations were made for other offices, and 2 investigations were made for this district in which no further action was taken.

INVESTIGATIONS.

There were 26 major investigations made in this district for other offices which required considerable labor.

There were 85 examinations made where certificates of arrival for naturalization purposes were issued.

Two hundred and seventy-two investigations were made in cases of arriving immigrants.

Numerous minor investigations were made where the investigations showed no action could be taken and of which no record was kept in many cases.

PASSPORT-PERMIT WORK.

There were 88 applications for permits to depart from the United States filed in this district, besides many times this number of oral and written queries regarding passport-permit regulations, which were all properly cared for.

PERSONNEL.

The official force of this district consists of three employees—the inspector in charge, and one junior clerk and stenographer located at Denver, Colo., the headquarters, and one inspector located at the substation at Salt Lake City, Utah. This has been the entire force for the fiscal year, and is a reduction of one inspector from the force of previous years. The efficiency of the personnel is best shown by a comparison of the work done in the fiscal year 1920 with that of previous years, which comparison will show that there has been as much business successfully handled in the fiscal year 1920 as was handled in the combined fiscal years 1918 and 1919, and, as before shown, same has been handled with a reduced force and there has not been a corresponding increase in the expenses of the district. It is also believed that the work has been conducted in a conscientious and efficient manner.

INSPECTOR IN CHARGE DISTRICT NO. 20, COMPRISING ALASKA, WITH HEADQUARTERS AT KETCHIKAN.

APPLICATIONS.

As shown by the records, 2,362 aliens applied for entry into Alaska, all but 10 of whom were admitted. The admitted aliens are classified as follows: Immigrant aliens, 140; nonimmigrant aliens, 17; alien transits, 1,473, and alien tourists, 722.

A total of 5,503 United States citizens were admitted at ports of Alaska during the year; 375 were returning to resume domicile in this country after a residence in Canada, and 5,128 were classed as transits and tourists traveling on foreign steamers. An increase in this class of travel is noted.

A marked decrease occurred in the total number of statistical aliens applying for admission.

At Nome, Alaska, a Chinese member of the crew of a shipwrecked vessel arrived from Siberia just before the close of navigation in 1919, and it was necessary to permit his landing under a bond providing for his departure in the following spring. No other Chinese business was transacted, except the usual checking of Chinese members of the crews of vessels.

But 5 of the Japanese race were admitted for permanent residence. All came from Canada and all held Canadian certificates of naturalization. Two Japanese were debarred because of the passport provisions.

Fifteen Japanese were granted transit privilege through the United States to foreign contiguous territory. One Korean was also admitted for this purpose.

DEPORTATIONS (EXPULSIONS).

Forty-seven aliens were reported to this service as possible cases for deportation, and all were investigated, with the result that applications were submitted and warrants of arrest isssued for 16 persons. Three warrants were unserved at the beginning of the last fiscal year, making a total of 19 warrants to execute. Fifteen were served; 2 were transferred to another district; 1 was canceled on alien's voluntary return to Canada, and 2 remain on hand at the end of the year. Eight cases in which hearings have been granted are pending before the department at the close of the year.

Two unexecuted deportation warrants were on hand at the beginning of the year. New deportation warrants were received for 4 aliens. Five warrants were executed An order of deportation was issued for a Mexican while on a six months' probation, but shortly before the arrival of the warrant he disappeared and has not been located.

Causes of deportation are as follows: Japanese without proper passport, 1; likely to become a public charge, 3; contract laborer, 1.

It has been the experience of this office that the purpose of the law is defeated to a more or less extent by permitting certain classes of aliens, particularly Mexicans, to be at large on parole with a view to canceling warrants if their conduct justified such action. Two of such aliens who had been the subject of warrant proceedings disappeared before the six months' period had expired.

The deportation of a number of Mexicans last year has had a decidedly salutary effect on conditions in this locality. Members of our Mexican colony were continually violating the laws, committing petty thefts, trafficking in intoxicants with the Indians, etc., and this office is satisfied that the knowledge that deportation would result has deterred many from engaging in criminal pursuits.

Alaska does not maintain a penitentiary or a hospital for the insane; hence, no deportations from this district are made from such institutions. The Territory's insane are removed to a contract hospital at Morningside, near Portland, Oreg., and the cases of aliens eligible for deportation are handled by the Portland office. Persons sentenced to imprisonment for terms of more than one year are taken to the Federal penitentiary at McNeil Island, Wash., and so far as is possible information concerning possible deportation cases is gathered in this district and transmitted to the commissioner at Seattle for further action.

SEAMEN.

Fifteen alien seamen were admitted to the country through ports of this district for permanent residence. There were no desertions reported.

As stated in previous reports, the general regulations governing the handling of seamen can not be applied in their entirety to the conditions prevailing in this district. There are many hundreds of alien fishermen employed on small gasoline propelled boats, engaged in the halibut and salmon fishing industry. The catches are made off the shores of Alaska, and in many instances are transported to Prince Rupert, British Columbia. During the last fiscal year 761 vessels, practically all engaged in the fishing industry, entered at the customhouse here. One hundred and fifty-four of these were of foreign registry. Changes in the crews are frequently made while the vessels are on the Canadian side, and of course the necessary inspection is given such new crew members upon arrival here.

After clearing the customs here they proceed to the fishing banks and on the clearance given them, they may enter at some other Alaskan village where there may be no immigration officer, or they may proceed to Seattle, or even to Canada without returning here. For that reason it is impossible to check the crews immediately prior to departure foreign as is the practice in a large port. However, every precaution is taken to prevent the landing of alien seamen without inspection by an immigation officer and to properly register and collect the head tax in cases of those coming to this side to work out of here on American boats. To this end, captains of all these small boats have been carefully instructed as to the provisions of the seamen's sections of the immigration law and good results have been obtained. However, occasionally some captain takes a chance, hoping his infraction of the regulations will not be discovered.

It is believed that every alien seaman employed in the coastwise trade and every fisherman should be required to carry some sort of an identification card upon which is indicated that an investigation has established the right of such alien to be in the United States.

STOWAWAYS.

No stowaways were found on vessels entering at Alaskan ports during the past year from foreign countries.

FINANCIAL AFFAIRS.

Head tax amounting to $920 was collected during the year. This is considerably less than half the amount turned in last year.

Seventy dollars in fines was assessed on account of the failure of the masters of three different vessels to furnish reports of the arrival and illegal landing of alien seamen; $10 was assessed for failure to furnish a passenger manifest. At the port of Nome, $200 was certified against the master of a vessel for bringing an illiterate alien from Siberia to that port; this fine was later remitted.

One thousand two hundred dollars was allotted to this district, and $1,248.06 was expended.

WHITE-SLAVE MATTERS.

No cases warranting prosecution arose during the year. Warrants of arrest were received about the middle of June last for 4 prostitutes and 6 orientals who were found employed as cooks in houses of prostitution in Ketchikan. These cases are all pending at the close of the year.

CONTRACT LABORERS.

Two aliens were debarred by boards of special inquiry as contract laborers.

Arrest warrants were issued for 2 contract laborers, 1 of whom was permitted to return to Canada and the warrant was canceled. The other alien had been imported by a railroad company under particularly aggravating circumstances, leaving no doubt that it was a flagrant and willful violation of the contract-labor provisions of the law. Upon request the department recommended to the Attorney General that the company be proceeded against with a view to recovering the statutory penalty.

INVESTIGATIONS.

Investigations were made in behalf of 7 aliens prior to arrival, affidavits of support having been submitted by relatives. The claims of 2 alleged United

States citizens whose return to this country was sought by the Dominion officials were investigated. Twenty-two aliens were referred to this office by the commissioner of naturalization for nunc pro tunc examination. Certificates of arrival were issued in these cases, also for 7 aliens whose entry was of record in this office.

ANARCHISTS AND MEMBERS OF RADICAL CLASSES.

A large proportion of Alaska's population is foreign born, the Scandinavian race predominating, but the Territory has been remarkably free from the activities of radicals and anarchists. There are a few disgruntled individuals in our midst, to be sure, but they can not be classed as extremists or radicals. Several cases of aliens alleged to be radicals were reported to us for investigation, but nothing upon which to base deportation proceedings could be found.

PASSPORT-PERMIT WORK.

No applications for permits were received during the year past.

In this connection it may be stated that the requirement that permits be secured has practically stopped travel between Nome, Alaska, and Siberian ports. On account of the short season and the great distance between Nome and Washington permits to depart can not generally be received until navigation is about to close. This matter has been taken up with the bureau and it is hoped that some solution will be found to overcome the present difficulties at that port. Legitimate travel of miners, fur traders, merchants, and others is so seriously interfered with as to cause considerable adverse criticism.

PER DIEM ALLOWANCE.

It is the wish of this office to renew the recommendation made in last year's report that the per diem rate in lieu of subsistence be increased from $4 to at least $6. Even before the wave of high prices came over the country, $4 was never sufficient to cover the actual necessary traveling expenses in this district. Under present conditions an officer is penalized to the extent of from $2 to $4 a day when detailed away from his station.

GENERAL.

Because of the fact that travel conditions on the Atlantic have not as yet reached normal, Alaska continues to draw thousands of tourists during the summer season. The Canadian Pacific operates a line of fine steamers to Alaska on a weekly schedule and their vessels are loaded to capacity.

At the end of the year notification was received that the salaries of the officers in this district had been increased, to take effect July 1. The recipients are duly appreciative for this advancement.

Throughout the year our relations with all other branches of the Government service have been most cordial and pleasant.

COMMISSIONER OF IMMIGRATION, MONTREAL, CANADA, IN CHARGE OF DISTRICT NO. 1, COMPRISING CANADIAN ATLANTIC SEAPORTS AND THE CANADIAN BORDER EAST OF THE EASTERLY LINE OF MONTANA, WITH HEADQUARTERS AT MONTREAL.

With the exception of the special restrictions still in force with respect to applicants of the hostile alien class it may be said that the inspection of aliens migrating from Canada to the United States is now being conducted under prewar methods and with a minimum of annoyance to the general traveling public.

It is considered notable that with the withdrawal of the many irritating inspection rules necessarily enforced during the period of the war the movement of aliens from Canada to the United States for permanent residence purposes almost immediately exceeded prewar proportions.

For the year ended June 30, 1914, 95,364 aliens were admitted to the United States from Canada. During the year just closed, though operating under the divided border arrangement, which plan was not in effect in 1914, the number admitted from Canada via district No. 1 was 96,996.

The prewar volume of immigration to the United States via Canadian Atlantic seaports, however, has by no means been fully restored. The bureau is quite familiar with the many conditions which have operated to retard immigration of the last-mentioned class. Steamship war losses suffered by the Canadian lines were conspicuously heavy, and while this service is gradually being restored and all westbound ships are booked to capacity, passengers of the immigrant class have thus far been very largely for settlement in Canada rather than applicants for admission to the United States.

APPLICATIONS.

As aliens are examined in this district for admission to the United States both at Canadian seaports and at land border ports, and are classified into five general groups according to length of residence in Canada, statistics are presented for each group separately as well as for the entire number examined. It will be noted that the first four groups consist of aliens from countries other than Canada.

Class A.—Aliens manifested on board steamships and examined at Atlantic seaports of arrival in Canada under the immigration laws of the United States: Of this class the total of arrivals during the past year was 8,193, of whom 8,158 have been admitted and 26 debarred. Percentage of debarred, 0.32.

Class B.—Aliens coming originally to Canada and who sought entry to the United States within one year from date of arrival in Canada: Of this class 5,776 aliens were examined at border ports of entry, and 267, or 4.62 per cent, debarred.

Class C.—Aliens who entered Canada via the United States, and aliens from the United States, who sought reentry thereto within one year: Examined, 1,595; 99, or 6.21 per cent, debarred.

Class D.—Aliens who applied for admission to the United States after a residence of more than one year in Canada: Examined, 17,694; 699, or 3.94 per cent, debarred.

Class E.—Citizens of Canada entering the United States for permanent residence: Examined, 76,588, of whom 3,592, or 4.69 per cent, were debarred.

In addition to the number of debarred aliens above shown there were 5,287 aliens of classes B to E, inclusive, who applied for admission for temporary purposes only, and who were excluded. The above may be summarized as follows:

During the year 105,154 aliens were admitted through this district, an increase of approximately 61 per cent over the preceding year, and 9,970 (including 5,287 of the nonstatistical class) were debarred, a slight increase over the number debarred during the fiscal year 1919. Arrivals via Canadian Atlantic seaports for the year numbered 8,193, and 106,940 applicants of the border class were recorded and reported in immigration statistics. Of the number of arrivals via Canadian Atlantic seaports, 26, or one-third of 1 per cent, were debarred, while 9,944, or 9⅓ per cent, of those of the border class were excluded by boards of special inquiry.

In addition to those referred to in the foregoing, 5,328 were refused examination on account of failure to provide for payment of head tax; 1,903 referred to boards of special inquiry from border ports, who failed to appear for examination; and 539 referred to boards of special inquiry from railway stations and wharves also failed to appear for examination, making a grand total of 122,907 applications considered during the year, as compared with 82,603 applications handled during the preceding year.

United States citizens to the number of 11,562, former residents of Canada, returned to the United States during the year to resume permanent residence therein, and 36,512 aliens in transit, not included in statistical reports, were admitted.

CHINESE IMMIGRATION.

During the year 2,226 Chinese aliens were included in immigration statistics for this district, 2,225 having been admitted and 1 debarred. Of the Chinese aliens admitted, 2,202 were in transit under bond to depart from the port of New York; 10 proceeded to Boston under bond; one section 6 student was admitted at Winnipeg, Manitoba, and 12 were admitted at Montreal; 1 Government official; 3 students; 3 merchants; 3 travelers; 1 minor son of domiciled merchant; and 1 miscellaneous.

In addition to those included in the foregoing figures, 51 Chinese who arrived at Vancouver, British Columbia, en route to eastern United States destinations, were allowed to proceed under bond to the port of Boston and were there subsequently admitted as United States citizens.

A noteworthy incident in connection with the inspection of Chinese admitted to the United States via this district for transit purposes was in connection with the return to China of 48,715 Chinese laborers who had been doing important war work in France. These passengers were disembarked at Halifax, at which port they entrained for Vancouver, British Columbia, travel being over the Canadian Pacific Railway through the State of Maine. Trains running in several sections were required to handle each shipload of these arriving laborers. The entry of each Chinese to the United States at Vanceboro was carefully accounted for by the bureau's officers, and departure was as carefully registered by the officers on duty at Jackman, Me.

The transporting of these nearly 50,000 Chinese laborers extended over a period of several months, during which our officers were frequently required to do both night and day duty without the slightest extra compensation, and it is very greatly to their credit to be able to report that the above unusually large number of Chinese was handled without a single infraction of the law, and in a manner to prevent anything like annoying delay to the many trains, the running time of which was carefully and in numerous instances closely scheduled to connect with outgoing steamships at Vancouver.

Experiences during the year just passed have added most convincing support to the contention that the present Chinese rules, which render possible the entry to the United States of Chinese of the exempt class only via certain ocean ports of this country, are working grave injury and injustice to our commercial and social interests which it would seem the business of our Government to prevent. During the year an unusual number of Chinese of the exempt class—in many instances persons of the highest social and business prominence—have found it necessary to visit the leading cities of Canada before applying for admission to the United States. When, after completing their stay in Canada these highly respectable and desirable citizens of China sought entry to the United States, bureau officers were, of course, put to the necessity of informing such passengers that though conceding their desirability and supposed exemption from regulations governing the entry of Chinese of the laboring class, entry could, nevertheless, be accomplished only by applying at a seaport of the United States, which would involve circuitous and time-consuming travel, or by securing special dispensation from the department to provide for entry through a border port, such procedure meaning vexations, delay, and inevitable humiliation and embarrassment.

It should not be difficult to sense the narrowness and unwisdom of the policy outlined above.

Other great nations of the world welcome Chinese citizens of the class under discussion with a cordiality befitting their social, professional, and business status, and in our own commercial circles it is impossible to understand the attitude of our Government when it undertakes to deny freedom of travel to Chinese citizens of the exempt and very desirable class, when, in practically every instance, these travelers seek entry to the United States only as contributors to the entente cordiale which we should do our best to establish and maintain between the peoples of the two nations, and to conserve our own commercial expansion, a project in which our Government should be deeply interested.

There is not a nation in the world of any standing, other than China, which would not, through diplomatic channels, resent the discourtesy which our Government is constantly manifesting toward citizens of China of the exempt class, whose freedom of travel is so needlessly circumscribed by the Chinese rules now in force. These rules should be modified in a manner to accord passengers of the above class the consideration that is due them, and in this simple act of justice toward a friendly and in every way desirable people, the department will by no means be called upon to impair in any way the protection rightly provided for in the Chinese-exclusion laws as applied to laborers who are citizens of China.

It is urgently recommended that the rules pertaining to the inspection and admission of Chinese be so amended as to permit members of the class commented on above to enter the United States via border ports without subjecting such passengers to the annoyance, humiliation, and delay which are so regrettably unavoidable at the present time.

JAPANESE IMMIGRATION.

There were 32 Japanese aliens applying for admission, 31 of whom were admitted and 1 debarred. Of the 31 Japanese admitted, 30 were in possession of proper passports, while 1 without passport was found to be a nonlaborer.

DEPORTATIONS (EXPULSIONS—NOT INCLUDING CHINESE).

Proceedings were conducted under warrants of arrest in 4,021 cases. Warrants to the number of 2,503 were applied for; 2,392 such warrants were issued by the department; 1,859 were served and hearings conducted thereunder.

Proceedings were canceled as regards 1,121 aliens, and 738 were ordered deported. Of this number 553 were deported to Canada, 341 being cases arising in this district and 212 coming from other districts.

There were 166 aliens deported to transoceanic countries, 12 by way of Canadian ports and 154 from United States ports, the number deported via the Mexican border being 17.

Owing to the constant shortage of and unusual difficulty found in securing anything like experienced and competent clerical help, it can safely be said that warrant work has been conducted during the past year under conditions never before met with, and our officers would seem entitled to special credit for the amount of this work performed when conditions were so decidedly discouraging.

DEPORTATIONS OF UNITED STATES CITIZENS FROM CANADA TO THE UNITED STATES.

During the year 424 citizens of the United States were ordered deported from Canada to the former country. It was necessary to establish United States citizenship through investigation in each of these cases before return to the United States could be permitted, and it seems not out of place to suggest that the verifying of the citizenship of deportees from Canada involves an amount of labor that goes without recognition by persons not in intimate touch with such work.

Of the cases reported by the Canadian authorities, 424 resulted in deportation, 90 cases were abandoned because of inability to establish United States citizenship, and 110 are still pending.

Of those deported from Canada to the United States, 289 were citizens with criminal records in Canada, 43 were insane, and 92 were found deportable from Canada for other causes.

In addition to the foregoing, there were 64 aliens, formerly resident in the United States, deported thereto from Canada under our so-called reciprocal arrangement, said aliens having previously within one year been refused admission to Canada.

CHINESE DEPORTATIONS (EXPULSIONS).

Investigations were conducted and proceedings instituted under departmental warrants looking to the removal from the country under the immigration laws of Chinese unlawfully here to the number of 23. Warrants of arrest were issued and served in all but 1 case, action thereon being as follows: Canceled, 1; executed, 2; transferred to another district, 1; and pending at close of fiscal year, 17.

In addition to the departmental warrant cases included in the foregoing, three Chinese were arrested at Detroit on warrants issued by the United States commissioner. One of them was deported to China and the other two cases are pending, both Chinese having been released on bond.

There were no Japanese deportations.

CONGRESSIONAL RESOLUTION NO. 44.

The return of permanent dependents from Canada again invites attention to congressional joint resolution No. 44 (65th Cong., 2d sess.), which authorizes the return to the United States, without reference to immigration requirements, of "aliens lawfully resident in the United States when heretofore or hereafter enlisted or conscripted for the military or naval service of the United States, or of any one of the nations cobelligerent of the United States in the present war," etc. When returning ex-soldiers are found to be physi-

cally and mentally sound, joint resolution No. 44 can be given effect without difficulty. When dealing with ex-soldiers who because of their mental or physical condition are to become objects of permanent care and maintenance, however, the joint resolution mentioned fails of its purpose in many cases, for the reason that such ex-soldiers when admitted can be taken only to State institutions, and in most instances State authorities promptly refuse to receive these unfortunates unless upon submission of positive proof that the patient is a citizen of the State wherein care is desired.

To illustrate: A citizen of the United States, born in the State of Maine, and who later became a settler in Massachusetts, rendered overseas service with the Canadian Army. This soldier was returned to Canada in a mental condition which will render him a permanent public care. His widowed mother pleads that he be permitted to return to the United States and that he be placed in some institution where she may occasionally visit him. Both States, Maine and Massachusetts, after the most persistent appeals that the above ex-soldier be provided for, disclaim any responsibility in the case on the grounds of loss of the right to State care by reason of absence. Prior to enlisting in the Canadian Army the ex-soldier in question had spent his entire life in the United States, Maine and Massachusetts being the States wherein he had acquired citizenship. The net result of this unfortunate man's espousal of the allied cause is shown in the distressing sacrifice which he was called upon to make, in the heart anguish of his aged mother, in his permanent banishment from his native country, and the utter impotency of congressional joint resolution No. 44 to compel that simple justice be done to a native-born citizen of the United States.

The above is by no means an isolated case, and from our experience in connection with the application of the congressional resolution referred to it is believed that the bureau's service in this district will have these unfortunate ex-soldiers' cases to deal with until the resolution becomes inoperative.

SEAMEN.

During the fiscal year there were 3,861 seamen examined in this district and 2,592 identification cards issued. There have been no instances in which seamen have deserted their vessels and applied for admission as regular applicants, nor were any seamen removed to hospitals for treatment because of being afflicted with a loathsome contagious disease or otherwise.

The reports received from the various suboffices indicate that the seamen regulations are operating as satisfactorily as can be hoped for under the existing conditions, it being a matter of record that we do not have officers stationed at all ports of call for vessels operating on the Great Lakes, although most of these ports are covered by customs officers who are paid a nominal compensation for their services in addition to their regular salary as customs officers.

As previously reported, we have very few oriental seamen to deal with, and the class of seamen on the Great Lakes is undoubtedly superior to that operating from ports on the seacoast, it being quite a common occurrence to find a vessel manned entirely by members of the same family, and in many instances vessels have the same crews from year to year, all recruited from the home town of the master or the immediate vicinity thereof. The fact that none of the seamen examined were found to be afflicted with a loathsome contagious disease or other disabling ailment is in itself an indication of the class of men employed on these vessels, and the number of desertions is negligible.

FINANCIAL AFFAIRS.

Head tax.—At the beginning of the year there was held on special deposit on account of alien visitors and transits the sum of $1,344. Head tax amounting to $593,072 has been collected; $88,768 has been refunded on account of visitors and transients leaving the United States; at the close of the fiscal year $856 is held on special deposit, while $504,792 has been turned into the Treasury as permanent collections.

Administrative fines.—The sum of $600 was collected as a result of assessment of fines covered by this heading.

Allotment.—The allotment to this district from the immigration appropriation was $35.000 and the disbursements were $47,817.13; the expenses incurred

through the allotment for "Enforcement of laws against alien anarchists" totaled $18,567.43; while the expenditures under the allotment for "Expenses of deporting aliens" were $85.03. Rental of office quarters amounted to $4,639.50 for the year.

It is estimated that an allotment of $40,000 will be required for the ensuing year.

FINES ASSESSED IN COURT CASES.

Fines totaling $3,295 were assessed in criminal prosecutions—$1,195 in penalties for violations of the immigration laws and $2,100 for Chinese smuggling.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Five arrests of Chinese occurred during the year and 1 case remained pending from last year. Three cases were disposed of, 1 alien having been discharged and the remaining 2 deported. Three cases still remain pending.

CIVIL SUITS AND CRIMINAL PROSECUTIONS (OTHER THAN CHINESE).

Five civil suits and 53 criminal prosecutions (including cases pending from last year) in connection with violations of the immigration law were handled during the fiscal year in the seven judicial districts comprising this immigration district. Convictions were had in 27 of the criminal cases and the defendants sentenced to fines and terms of imprisonment.

Fifteen writs of habeas corpus were sued out. The writs in 6 instances were denied, an appeal having been filed in 1 case. The remaining 9 cases are still pending.

Six habeas corpus cases involving Chinese persons were pending from 1919, and 2 cases arose during the fiscal year 1920. But 1 case was disposed of, the alien having been discharged, and 7 cases are pending.

During the past several years, it has been customary to comment upon the attitude of the various district attorneys with respect to the prosecution of males who import alien women for an immoral purpose, many of the officials in question being disinclined to take any action unless there are commercial features involved. Without desiring to be placed in the position of criticizing their views upon the subject, it is difficult to understand upon what grounds it can be maintained that a commercial feature is necessary to bring the offenders within the scope of section 4 of our act.

Viewed from an economic standpoint, that person who separates a woman from her husband and children in a foreign country and brings her into the United States and thrusts upon the public the illegitimate offspring of their union is to my mind guilty of a more grievous offense than the man who brings in a woman of ill repute and shares in the earnings of her nefarious traffic. Both of them are to be condemned and both of them should be punished to the full extent of the law, but our efforts to bring about the latter result in most cases where a commercial feature does not enter in have been unavailing. Then, too, we must view the subject from its remedial aspects. Surely our law can have no deterrent effect upon persons of the class under discussion if the only punishment which they have to fear is deportation in the event of their being aliens, whereas if they are citizens of the United States they may feel at liberty to import alien women into certain judicial districts without any fear whatever of the consequences to themselves, provided they keep themselves clear of the taint of commercialism.

It is a source of considerable gratification to report that in some few of the judicial districts our efforts to enforce the law, both as regards prosecution of offenders and otherwise, meet with unstinted support from the United States attorneys' offices and from the presiding judges. In one district in particular it has become quite customary for aliens to present fraudulent birth certificates or other documents, in many instances the naturalization certificate of another, in order to evade the law's requirements. Naturally, it is most difficult for our officers always to detect frauds of this nature, therefore it is only by resorting to some measure to stamp out the practice that successful results can be hoped for. In one district alone we have had over 20 cases in which indictments have been obtained, and in every case which has come before the court the presiding judge has visited a penalty upon the offenders which will not only deter them from again attempting to violate the laws of our country, but will no doubt have a like beneficial effect upon all persons similarly in-

clined who become aware of the penalties which result from the law's infraction. The presiding judge in the particular district to which reference is made has gone so far in his efforts to cooperate with our service that he has recognized our officers as officers of the court in connection with the prosecution of cases of this nature.

That our officers occupy a position of more or less danger in their attempts to enforce the law is illustrated by the assault made upon Inspector Alfred C. Chatfield, of the Detroit office, who, while attempting to question parties who were thought to be seeking unlawful entry, was struck over the head with a quart whisky bottle, suffering a fracture at the base of the skull and lacerations of the nose and wrist, necessitating his confinement in the hospital for an extended period. Fortunately, his injuries did not prove serious, although he will perhaps suffer from the effects of the assault in the way of impaired hearing for the remainder of his days. The court, in sentencing the guilty party to a term of 10 years in the Federal penitentiary, Fort Leavenworth, Kans., lectured the defendant severely, and also remarked that he desired it to be a lesson to him and others of his kind that Government officers, who, for a meager salary, conscientiously try to uphold the laws of the country, can not be assaulted with impunity. It is only with cooperation of the nature outlined that we can hope to meet in this district with that degree of success which most officers strive for, and which is so highly to be desired by those of us who act in a supervisory capacity.

PROSECUTIONS FOR SMUGGLING CHINESE.

Eleven prosecutions for smuggling Chinese were instituted during the year, and 21 were carried over from last year. Convictions were had in 5 cases, leaving 27 still pending.

The only civil prosecutions under the Chinese-exclusion laws were those involving the arrest of Chinese persons before United States commissioners and courts, as shown elsewhere in this report.

WHITE-SLAVE MATTERS.

During the year 105 prostitutes or alien women entering the United States for an immoral purpose and 81 persons who were importing such women for an immoral purpose or for the purpose of prostitution were debarred by boards of special inquiry. During the same period 65 prostitutes or immoral women and 44 importers or procurers were deported under department warrants.

The following cases arising under section 4 of the present act (attempting to import alien women for the purpose of prostitution or other immoral purpose) were handled in this district:

Cases reported to United States attorneys	13
Cases carried through to successful conclusion	7
Cases in which United States attorneys decided against prosecution	2
Cases in which indictment was nolle-prossed	1
Cases pending	3

The most revolting case we have had to deal with in this district for some years past developed in Buffalo, wherein a youth of 20 brought into the United States from Canada his 16-year-old wife and put her out on the street to practice prostitution in order that she might support him. Accompanying this couple was another Canadian girl, 17 years of age, who commenced practicing prostitution at the same time in order to support her 20-year-old male companion. These parties were apprehended shortly after their entry, the two males being sentenced to serve from three to six years, while the females were deported to Canada.

In another case handled by the Buffalo office an Italian was arrested for bringing in two prostitutes from Canada, for which he was sentenced to serve from two to four years' imprisonment.

As the result of activity upon the part of our officers at Duluth several members of a gang organized for the recruiting of young girls and the placing of them in houses of prostitution were apprehended, and the girls, most of them of tender years, removed from their toils. Prison terms of varying length were meted out to the guilty parties, and all who are aliens are to be deported to the country of their nativity upon the expiration of their sentence.

The subjoined table will show the disposition made of alien women and girls under subdivision 10 of rule 22, whose cases were handled either under warrant proceedings or as applicants for admission.

	Number.
Women and girls detained from trains, etc., during the year	7,508
Women and girls arrested on departmental warrants	139
	7,647
Detained in immigration buildings or detention rooms	5,059
Detained in public institutions	25
Detained in jail	24
Cared for by philanthropical or similar institutions	25
Cared for where detention unnecessary, including those accommodated at hotels, boarding houses, etc	2,514
	7,647

CONTRACT LABOR.

A total of 1,115 aliens were debarred by boards of special inquiry as contract laborers. Of this number, 483 appealed their cases to the department, with the result that 43 were sustained and ordered admitted, while 361 appeals were dismissed. There were 79 cases pending at the close of the fiscal year.

While there has been an unprecedented lack of labor of practically all classes in the United States for the past year or more, it is quite significant that so far as this district is concerned no cases have been brought to light which would tend to indicate that there has been any wholesale importation of aliens under contract either from Canada or elsewhere, nor have we learned of any attempts at such unlawful importation. Furthermore, it would appear from the cases which have been handled that the employers and prospective employers have acted in ignorance of the law rather than from any desire to violate its provisions.

In this district we have only two section 24 men, both of them being assigned to the Buffalo office. As there has been insufficient work connected with that feature of the law pertaining to contract laborers to keep these officers constantly occupied, their services have been utilized in the handling of matters connected with the enforcement of the alien enemy and passport regulations, and they are now performing work which usually devolves upon regular immigrant inspectors.

WORK OF THE MEDICAL OFFICERS.

In the annual report submitted from this office one year ago figures were included to show the number of aliens admitted to the United States for permanent residence without the medical inspection contemplated in the immigration law.

The same conditions still prevail, excepting as will be shown in the figures herewith submitted, indicating a heavy increase in travel resulting from withdrawal of war regulations along the border.

The reports prepared by the few medical officers available for the inspection of aliens who seek entry via border ports strongly indicate the wisdom of enforcing such inspection, and, as the writer has repeatedly stated, should be done. It is still believed that provision should be made for the careful medical inspection of every alien admitted to the United States to take up permanent residence therein.

During the year 1,073,131 passengers entered the United States through border ports in this district where no medical officers are located, and of this number 15,224 were manifested by our inspectors. At the ports of entry where medical officers are now assigned 86,429 aliens of the manifest class were registered. Of this number, 279 were certified by the medical examiners as suffering from diseases which served to debar them mandatorily, while medical certificates for less serious ailments were rendered against 1,883 aliens of the manifest class.

SMUGGLING OPERATIONS.

While we are called upon to deal constantly with individuals who seek to gain entry without inspection, there appears to be no organized effort to smuggle aliens into the United States.

It is possible that those who formerly engaged in smuggling aliens have found it more profitable and less dangerous, since prohibition went into effect, to smuggle whisky into the country. In several instances our officers have been instrumental in apprehending whisky runners and in others have assisted the customs officers in making captures.

In my last annual report reference was made to information which had been received from various sources indicating that those interested in the unlawful traffic of smuggling Chinese into the United States were planning intensive campaigns for the introduction of Chinese into our country by "underground methods." This had particular application to operations along the seacoast of Maine, which were then under investigation, it having been learned from a reliable source that smugglers were operating from St. John, New Brunswick, the practice being to move the Chinese to the boundary by automobile and thence proceed by boat to various points along the coast. Owing to the fact that all of the officers in the district concerned were required to work long hours in connection with their routine duties of inspection, it was only as a result of great sacrifice on their part that the various clues were followed and the final apprehension of the guilty parties brought about, there having been taken into custody at the same time eight contraband Chinese. Our officers likewise seized the motor boat in which the Chinese were being transported. This boat, which is said to have been built at a cost of $1,500, has now been turned over to our service for patrol duty. The breaking up of this gang of notorious Chinese smugglers was most fortunate, and no doubt will have a salutary effect upon others in that vicinity who heretofore have been engaged in like unlawful operations.

With a boundary such as that existing in this district, crossed by innumerable good roads over which there is constant automobile travel, it goes without saying that the opportunities for smuggling Chinese into the country are many and diverse, and the several captures which have been made by various peace officers, particularly in the northern part of New York, indicate that the traffic in contraband Chinese, which is highly profitable when successful, is constantly being engaged in, and with the present force of officers in this district it is an absolute impossibility to give to the matter the attention necessary if we would hope to cope successfully with the situation. Furthermore, in spite of repeated requests for the assignment to this office of an officer specially qualified in the handling of Chinese work to fill a vacancy which has existed since September 30, 1919, we are still without an officer possessed of such special qualifications.

SETTLEMENTS OF ALIENS OF PARTICULAR RACES.

In a district such as the one under the jurisdiction of the writer it would be extremely difficult to go into detail with respect to the settlements of aliens of particular races. Reports received from the various officers, however, indicate that there have been no material changes with regard to the colonization of aliens during the year, with the possible exception of a slight decrease in some few places due to the return of aliens to their native countries.

No appreciable improvement appears to have been effected in the living conditions of aliens on the whole, notwithstanding the high wages which have prevailed generally for the past several years. As long as this subject is left solely to private industries for adjustment, with the Government, States, and municipalities remaining practically quiescent, no material changes for the better can be hoped for. It is a regrettable fact that in spite of the lessons taught us by the late war the present housing conditions in cities throughout the country, and the reported lack of production in proportion to consumption, no apparent effort is being made to correct the evils which have hitherto existed with respect to our alien population, and I see no reason for doubting that when immigration becomes normal we will again experience the influx of hordes of aliens to the already overcrowded communities, while the farms and farm lands will remain untenanted. Canada has already seen the necessity for "hand-picking" her immigrants, and it seems that our own country must sooner or later follow some such plan if the balance necessary to a healthy growth is to be maintained.

CHINESE PREINVESTIGATION MATTERS.

Preinvestigations of status covering 13 Chinese persons were had. All the applications for return certificates submitted herein were granted as follows: 9 to native-borns, 2 to exempts, and 2 to laborers.

INVESTIGATIONS.

Reports from the various substations in this district show that a total of 3,970 investigations in immigration matters were conducted during the year, being summarized as follows: Cases of applicants for entry, 722; after temporary admission, 83; after admission under bond, 9; in warrant cases, 1,733; in naturalization matters, 413; and in other matters, 1,010.

Investigations in connection with the enforcement of the Chinese-exclusion law and regulations numbered 134, classified as follows: Applicants for admission, 17; preinvestigations of status, 44; in warrant cases, 13; to determine lawful residence, 24; and in other matters, 36.

STATIONS AND EQUIPMENT.

In the report of one year ago, under the above heading, it was stated that, with four exceptions, as required by section 23 of the law, buildings or quarters for immigration purposes had been supplied by all transportation lines engaged in transporting alien passengers from Canada to the United States through the ports of the district. At the four border ports above alluded to it has not yet been possible to bring about the construction of the landing facilities deemed necessary to meet the needs of our service.

In one instance disputed ownership of the only site available has retarded erection of the quarters asked for, but this difficulty has now been disposed of, and we are assured that appropriations and building operations will be pushed so that we may count on quarters ready for use by May 1, 1921.

At the other points where satisfactory quarters have not yet been provided, the Government operation of railways and refusal of the Railway Administration to authorize any outlay for building purposes have been the conditions with which we have had to contend.

It is believed that the situation described will soon adjust itself, and that the lines involved will find themselves in a position to comply with the provisions of section 23 of the immigration act as to office and detention facilities.

At the Canadian seaports the Government immigration buildings, which during the war were taken over for military needs, have now been remodeled for immigration purposes, making the conditions so far as our own service is concerned once more satisfactory. These buildings have been redevoted to immigration uses none too soon, for all steamships to Canada are again bringing heavy consignments of alien passengers whose prompt disposal necessarily calls for adequate inspection and detention quarters.

At Winnipeg, where the quarters provided by the transportation companies interested were not, in recent years, of sufficient size to care satisfactorily for the heavy travel from that leading western center to the United States, the writer is glad to report that entirely new and much more commodious examination rooms have been provided, and it is certain that aliens applying at the Winnipeg office in the future will be handled with much more satisfaction to our service and with that comfort and convenience that are always demanded in order to prevent criticism and complaint from the traveling public.

As, no doubt, is the case throughout the entire service, enforcement of the present immigration law has created unusual and unexpected demand for office and storage accommodations at district headquarters. The Montreal office is feeling the congestion mentioned in no uncertain way, and with the large influx of immigration to Canada now in progress no diminution in the demand for office, storage, and examination space can possibly be hoped for, and the time is not far distant when larger quarters must become an urgent necessity.

Our constant experience with the heavy daily traffic originating at Toronto strongly suggests the wisdom of establishing in that city officers of our service to care for the inspection of aliens who proceed from Toronto to points in the United States.

It is believed that the transportation interests having terminals at Toronto must be cognizant of the annoyance and delay to which passengers entraining in that city, destined to the United States, are subjected under present methods, and it is felt that the bureau will be safe in anticipating agitation of the above matters by the transportation interests in due course.

PERSONNEL.

There have been more than 50 resignations from the Immigration Service in district No. 1 during the past year. Unfortunately, the major portion of such resignations involved officers whose departure must militate to the lasting detriment of the service. As to such vacancies as have been filled, generally speaking, thorough competency and long years of training have been replaced by conspicuous incompetency and total inexperience. There are 41 inspectors in this district whose ages are between 50 and 60 years; 8 inspectors whose ages are between 60 and 70 years; and 2 inspectors who are well past 70 years.

The number of officers remaining in the district who are capable of performing the work an immigrant inspector is expected to do is certainly limited, and the remarks offered above should afford some conception of the burdens which the few competent officers now remaining are called upon to assume in order to keep the work going. One is simply forced to say that a betterment of the personnel under present conditions is well-nigh hopeless. Perpetual exaction of overtime work on the part of many of the officers, the seven-day week, and the continued absence of any workable system to provide for promotions are conditions not calculated to encourage the acceptance of employment in this district by the class of help who would be likely to contribute to a return to that standard of efficiency which it is most essential should be maintained in the inspection of alien passengers seeking entry to the United States from Canada.

In addition to the impairment of personnel which has been briefly alluded to above, the writer feels it his duty to again earnestly invite your attention to the fact that it is constantly becoming more difficult to find officers capable of assuming supervisory duties, and in consequence the matter of filling positions such as inspector in charge and board of special inquiry chairman becomes a much-dreaded task. It would be an easy matter to show that there is a most urgent demand for such change in appointment methods and in salary schedules as will accomplish the induction into this service of appointees capable of developing into supervisory officers when needed; otherwise the disintegration, already pronounced, is not likely to be retarded.

In the annual report from this office one year ago, under the caption "Personnel," amplified comment was offered as to the importance and necessity of improving the efficiency of the service.

Your attention is again respectfully invited to what was said in that report, for with every available steamship again bringing capacity lists of transoceanic immigrants to Canada, the demand for better inspection is infinitely greater under present conditions.

The writer trusts that he may be pardoned for again bringing to your notice the great injustice which the department continues to work upon bureau employees at stations where constant overtime is demanded, and where the seven-day week still prevents immigration officers from enjoying that rest and time for recreation which are now considered to be the inherent right of the humblest workers in the ranks.

The following excerpt from the annual report submitted by the inspector in charge at Detroit gives a striking illustration of the strain under which some of the bureau's employees are compelled to work under present conditions:

"The enforcement of the immigration laws and regulations at Detroit demand a much larger staff of employees. The situation is such as should have earnest consideration. Illegal entrance of aliens is entirely too easy of accomplishment, due largely to lack of sufficient inspectors to question adequately the thousands of passengers who come daily from Canadian and border cities to Detroit by ferryboats and trains. Also, there continues the menace of contraband boats operated by unscrupulous persons who for a small fee successfully transport from Canada to Detroit aliens who seek to avoid inspection. To meet this situation demands an adequate patrol of the waters between the mainlands of the two countries.

"During the winter months of the fiscal year now closed the official staff of inspectors was made to bear the additional burden of enforcing the quarantine against smallpox. This requirement brought the service at Detroit to the verge of collapse, the element of physical endurance on the part of the members of the limited staff being at times a factor so serious as to cause deep concern. The situation was made immeasurably more serious due to the necessity of

taking care of the tremendous amount of anarchistic work suddenly thrown upon the official staff. The faithfulness of the employees under the most adverse working conditions is deserving of praise and esteem for those whose loyalty and close application to duty saved the situation from disaster.

"It should be a matter of deep concern that inspectors at this station have continually during the year not only taken their regularly assigned shift of inspection, covering a full working day, but in addition thereto took time to make the numerous investigations necessary to a city the size of Detroit; to make arrests; give warrant hearings in deportation cases; prepare and convey aliens for deportation; give nunc pro tunc examinations; issue identification cards; serve on boards of special inquiry, etc. This program is carried out not only on ordinary working days, but oftentimes to a larger extent on holidays and Sundays, by reason of the increased traffic on those days. That relief should be given by increasing the staff of inspectors, thereby making possible an eight-hour working day for each employee with one day of rest each week, is of importance not only for the welfare of the employees but in contributing to a more efficient service. Overworked employees can not reach the fullest measure of competency. Added to improper working conditions is the disturbed frame of mind of the employees, due to insufficient salary to provide their families with ordinary comforts, which adds another element vital to the proper administration of the immigration laws. Both these conditions, i. e., insufficient help and low salaries, should be remedied."

The conditions shown to prevail at the port of Detroit are practically duplicated at most of the other large subdistricts in this jurisdiction. It seems inconceivable that our Government would tolerate the continuance of a work system which deprives its employees of one day's rest in seven.

To arrange the shifts of duty so that each employee could be granted one day's rest in seven would not call for any large additions to the present force of help, and it is again most urgently recommended that the bureau and department give consideration to the matter discussed in the foregoing, to the end that all employees of the Immigration Service may be accorded one day in the week which they may call their own.

GENERAL COMMENT ON AFFAIRS OF DISTRICT.

The reports from the various substations in this district indicate that they have received the hearty support of the Department of Justice in the enforcement of the immigration laws in general, and the laws pertaining to alien anarchists in particular. Since the close of hostilities, there has, of course, been no occasion for cooperation with the military and naval intelligence offices, aside from the enforcement of the regulations pertaining to alien enemies, which regulations have undergone no material change even though our country, to all intents and purposes, is now on a peace basis.

The subjoined table contains statistical data with respect to the number of warrants of arrest issued for alien anarchists and other radicals, and the disposition made of the various cases handled. Mere figures, however, do not serve as an index of the work involved in the handling of this class of cases, for in many instances rehearings have been granted, investigation of activities conducted, aliens conveyed to seaports for deportation; and, in fact, the ramifications of the work have been so many and involved that it would be difficult to fully set them forth. Furthermore, no adequate preparation had been made for the handling of so large a number of cases under warrant proceedings, nor were any provisions made for detention of the aliens. Instead, raids were conducted by the Department of Justice, aliens in large numbers were taken into custody and turned over to our service for disposition, the only recourse being to place them in the county jails for detention. Such detention facilities in Detroit, at least, were entirely inadequate for the occasion, and, as a consequence, much adverse criticism was visited upon our service by the press of that city, as well as by local organizations which interested themselves in the matter. Happily, the situation was finally relieved to some extent by arranging with the War Department for the use of the Fort Wayne Barracks, although extreme difficulty was experienced in obtaining satisfactory guards and arranging for the feeding of the aliens detained.

The results which have attended the wholesale arrest of this class of aliens are somewhat difficult to determine, the opinion being advanced from some quarters that the failure of our Government to deport any large number of

the aliens taken into custody has served to strengthen the hand of the radicals and removed any fears which they may heretofore have entertained that any serious consequences would attend their activities, while investigations conducted in connection with aliens who have been released on parole indicate that they have ceased for the time being to take any active part in the affairs of the organizations with which they were previously affiliated, and some of them have declared their intention of giving up their membership in such organizations. However, one can not judge of results from evidence of this nature since it is only natural to assume that an alien on parole will endeavor to conduct himself in such a manner as not to prejudice his case, it being somewhat difficult to believe that the mere fact that they were at one time threatened with deportation will serve to bring about a lasting reformation in all cases.

There were 940 warrants of arrest issued.

Disposition.

Warrants of arrest served:	
Aliens ordered deported	292
Warrants of arrest canceled	399
Cases pending	31
Aliens placed on probation	15
Aliens died during course of proceedings	1
	738
Warrants of arrest unserved	202
	940

Officers are still called upon to enforce the regulations pertaining to alien enemies, there having been, as stated in the last annual report, little or no modification of the rules since the armistice became effective.

Aside from the extra work entailed in their enforcement, this service is vested with absolutely no discretionary power, and must adhere strictly to the letter of the regulations, refusing admission to subjects of Germany, Austria, Turkey, and Bulgaria, regardless of the purpose for which they seek entry, whether for a temporary business trip, to proceed through in transit, or to remain permanently, all applicants being judged by their nationality without giving consideration to the character or standing of the applicant or other meritorious features connected with his case.

Owing to the fact that of the Allies our country is the only one which continues on a war-time basis, the situation with which we are confronted is oftentimes more or less embarrassing.

THE READING TEST REQUIRED BY THE PRESENT ACT.

As shown elsewhere in this report, there were 2,233 illiterate aliens refused admission to the United States.

In the last annual report reference was made to the hardship which oftentimes results from refusing admission to this class of aliens, and the same comment applies with equal force to conditions which have prevailed during the past year. Not only does this feature of our law work a hardship, but in many instances entire families seeking entry for the purpose of purchasing and settling upon farms are kept out of the country because the head of the family, as represented by the husband and father, respectively, is not able to read. In many cases the families have included several grown-up boys who have been reared upon farms and are skilled in the work pertaining thereto. It is difficult to conceive of such families being considered undesirable simply because one of the members is unable to read. Viewed from an economic standpoint, our country is certainly the loser, and the question arises as to whether it would not be advisable to lower the age limit within which an alien of the class under discussion might be exempted from the illiteracy feature of the law.

Another class of aliens who should be exempted from its provisions is the fishermen from the maritime Provinces who, for a great number of years past, have been accustomed to proceed to Gloucester, Boston, and other New England seaports for the purpose of manning fishing vessels. The fact that illiterate

seamen who seek entry with a view to joining vessels sailing the Great Lakes are now admitted would seem to render such a course a mere matter of justice, even though such fishermen, strictly speaking, are not classed as seamen. This practice would not materially add to the number of illiterates already resident within the United States for, as a general proposition, the aliens under discussion have homes and small farms in Canada to which they almost invariably return at the end of the fishing season.

ILLITERATE TRANSIT ALIENS.

With regard to the provisions of rule 9 of the regulations permitting the admission of illiterate aliens for transit purposes, the writer regrets to say that the conditions referred to in his last annual report with regard to lack of cooperation from transportation interests remain unchanged, and officers conveying such aliens to seaports of the United States to embark on trans-oceanic vessels have received little if any assistance from the transportation lines involved that would tend to minimize or lessen the difficulties described in the report of one year ago. During the year 2,496 illiterate transit aliens were accompanied to the port of New York by inspectors of this district, and under the trying conditions described, officers detailed to this duty have continued to suffer exasperating delays, inconveniences, and unwarranted hardships in conveying their assignments.

CONSTRUCTIVE CRITICISM RE PRESENT LAW.

In the last report reference was made to the necessity for incorporating in the law a provision which might act as a deterrent to the unlawful entry of aliens, particularly those who have been debarred or deported, the only safeguard against such violations under the present act being the ever constant vigilance of immigration officers. The possibility that an alien, after gaining surreptitious entry may be apprehended, is somewhat remote, and the most serious consequences that can befall such an alien is his or her return to the country from which entry was effected, or to the country of nativity, deportation being accomplished at the expense of this service.

As an illustration of the difficulties under which the officers labor in this district in attempting to keep out of the United States aliens of the undesirable class, the case of the La Flesh family is cited: Part of this family resides on the Canadian side of the boundary and the other part just across the line in the United States, it being impracticable to accomplish the deportation of the residents on the American side because of their having been in the country more than five years. These persons are of a low order of intelligence generally, extremely immoral, and decidedly undesirable. Owing to the fact that they experience less difficulty in obtaining charitable assistance in the United States than in Canada, those who are residents of the latter country are particularly desirous of taking up their residence in the States, and, as a consequence, they have repeatedly been debarred and deported; but the only results thus far obtained are to instill in them an utter contempt for our law and a most disconcerting defiance of the officers who have been called upon to handle their cases, it not infrequently happening that they are back in the States before the deporting officer has returned to his official station. With the law as it is now drawn, the officers must either continue the game of hide and seek or admit impotence to deal with the situation.

Canada, in drafting her immigration laws, has patterned them to a great extent after our own, but whereas our law is apparently drawn principally with the seaports in mind, hers has the advantage of dealing with the situation as it exists along the land boundary, as attested by the following extracts:

"Section 7. Any person who enters Canada except at a port of entry, or who, at a port of entry, eludes examination by an officer, or board of inquiry, or who enters Canada by force or misrepresentation or stealth or otherwise contrary to any provision of this act, or who escapes from the custody of an officer or from an immigration station when detained for any cause under this act, shall be guilty of an offence under this act, and liable on conviction to a fine of not more than two hundred dollars or a term of imprisonment not exceeding three months or to both fine and imprisonment; and any person suspected of an offence under this section may be arrested and detained without a warrant by an officer for examination as provided under this section; and if found

not to be a Canadian citizen, or not to have Canadian domicile, such entry in itself shall be sufficient cause for deportation. * * *"

"Every person who enters Canada as a tourist or traveler or other nonimmigrant, but who ceases to be such and remains in Canada, shall forthwith report such facts to the nearest immigration officer and shall present himself before an officer for examination under this act, and in default of so doing he shall be liable to a fine of not more than one hundred dollars, and shall be liable to deportation. * * *"

"* * * Any person who enters or remains in Canada after such rejection or deportation contrary to the provisions of this section, * * * shall be guilty of an offence against this act, and any person suspected of an offence under this section may forthwith be arrested and detained without warrant by an officer for examination and deportation, * * * or may be prosecuted for such offence, and shall be liable on summary conviction to a fine not exceeding five hundred dollars and not less than fifty dollars, or to a term of imprisonment not exceeding one year, or to both fine and imprisonment, and upon payment of the fine or after expiry of any sentence imposed for such offence, may be again deported or ordered to leave Canada under this section."

Perhaps one of the most difficult problems with which this office has to deal in connection with warrant proceedings is the lack of authority to detain an alien until a departmental warrant of arrest can be obtained, it perhaps requiring no extended comment to point out how impracticable it is in many instances to question an alien to the extent necessary to supply the information required under our regulations in connection with the submission of an application for warrant of arrest, for as soon as the alien learns that he is under investigation he leaves for parts unknown, thereby rendering service of the warrant impossible of accomplishment.

This difficulty is overcome in the Canadian immigration act, as quoted above, as well as the one dealing with aliens who effect surreptitious entry across the boundary, and it would seem that our country might with profit take a leaf from Canada's book and amend or supplement our laws to the end that they may be as effective as the one now in force in that country.

During the year there were three alien farm laborers admitted in this district under the regulations pertaining to this particular class of labor, two of the number having properly complied with the conditions imposed and the third having left for parts unknown shortly after gaining admission. The fact that more aliens have not taken advantage of the regulations in question is undoubtedly explained by the reluctance on the part of prospective employers to enter into an agreement with the Government such as is required in connection with these cases, also the objection on the part of the alien to having his wages withheld when he can readily obtain similar employment in Canada without being deprived of any part of his earnings. Taking into consideration the present labor situation, particularly as it applies to farm laborers, it is believed that if the matter were put to a vote of the people at large there would be an overwhelming majority in favor of abolishing the restrictions so far as they apply to the importation under contract of the particular class of laborers under discussion. It does not appear that this class of labor needs the protection which is provided for by the contract-labor provisions of the law, for it appears to be established beyond any possibility of doubt that the demand for such labor is far in excess of the supply in both Canada and the United States, and it is doubted that there would be any great number of European farm laborers imported under contract even should the ban against such a procedure be raised.

Four aliens under deportation proceedings were released from custody under the provisions of rule 17-A. Of this number, two decamped; one is still at large, both himself and employer properly complying with the conditions under which he has been released; while in the case of the fourth deportation proceedings have been canceled and the alien's residence in the United States made legal.

PASSPORT-PERMIT WORK.

A total of 2,675 applications to depart from the United States were received by officers in this district from applicants coming under the alien enemy regulations. Of this number 2,262 were granted permits to depart, 272 applications were denied, 54 were withdrawn, and 87 applications were pending at the close of the year.

SUPERVISING INSPECTOR, DISTRICT NO. 23, COMPRISING TEXAS (EXCEPT DISTRICT NO. 9), NEW MEXICO, ARIZONA, AND SOUTHERN CALIFORNIA, WITH HEADQUARTERS AT EL PASO.

ADMISSIONS, REJECTIONS, AND DEPARTURES.

From the statistics herein dealing with immigration through ports on this border data of unusual interest are disclosed. Of primary importance, of course, is the fact that immigration has undergone a substantial increase over that of the preceding year. This increase is attributable to many and various causes, the most potent of which, no doubt, was the attraction exerted by the abnormally high wages offered in this country during the past fiscal year to labor in general, and particularly unskilled labor.

In the previous fiscal year applications for admission upon the part of 47,193 statistical aliens and 57,885 nonstatistical aliens, or a total of 105,078, were received and finally disposed of, while in the year just closed the number of statistical aliens increased to 71,625 and the nonstatistical to 70,494; or, in other words, from a total in the preceding year of 105,078 to a total of 142,119 in the year just ended, representing an increase of 51.8 per cent in the class first referred to and 21.8 per cent in the latter, or a total net increase of 35 per cent plus. Of the statistical aliens 2,809, or 3.92 per cent, were excluded; of the nonstatistical, 1,260, or 1.79 per cent; a total of 4,069, or an average percentage of 2.86. Since the percentage of all exclusions in the previous year was 3.55, the lower percentage of aliens found inadmissible in the year just closed would indicate some improvement in the quality of immigration. It is significant that this shrinkage in the percentage of rejections is reflected mainly in the relatively small proportion of aliens excluded as likely to become public charges, which condition in turn may be accepted as a reflex of the steadily growing demand for labor with its concomitant of high wages prevailing during the past year.

Of the 142,119 applications handled the aliens in 138,050 cases were admitted, 4,069 debarred, and 108 additional cases remain pending. There were 6,435 citizen arrivals. The departures are numbered as follows: 1,895 citizen, 5,663 alien (emigrant), and 394 alien (nonemigrant). Since it was impossible during the year, owing to insufficient force, to properly check outward-bound travel, the foregoing figures do not adequately represent that movement.

One citizen and one alien departed for insular possessions, but no arrivals at ports in this district therefrom have been recorded.

A total of 114 Japanese were admitted (37 laborers and 79 nonlaborers), and 7 excluded (3 laborers and 4 nonlaborers). Two Korean nonlaborers with proper passports were also admitted.

CHINESE IMMIGRATION.

As usual, the amount of Chinese immigration through this district has been light, due to the fact that there is no general port of entry for Chinese on the Mexican border, although in June of this year the department authorized the opening of Calexico for a limited purpose—that is, to pass upon the applications of alleged natives. San Diego, the only regular port of entry for Chinese in this district, is not a port of call for vessels from the Orient, and the occasional applicant thereat is either a resident of Mexico or is one returning to his domicile in the United States from a visit to Mexico.

Nineteen Chinese—other than transits, a topic elsewhere discussed—applied for admission at the port of San Diego and at other ports on the Mexican border specially opened by the Secretary of Labor in order that certain individual cases might be considered, the said applicants being classified as follows: 7 returning merchants, 2 section 6 merchants, 1 section 6 student, 3 natives, and 6 Government officials. All of the foregoing were admitted.

APPLICATIONS FOR MEDICAL TREATMENT GRANTED BY THE DEPARTMENT.

During the year the department authorized the temporary admission for hospital treatment of 36 aliens; 20 of these were admitted without bond, 8 under public charge and departure bonds, and 10 under medical treatment bonds; the entry of the remaining 3 was authorized conditioned upon submission of bond; none of the said aliens has, however, availed himself of the

privilege granted. One alien died after entry, 12 are still undergoing treatment, 19 returned to Mexico, and 1 was admitted as a citizen of the United States at the termination of her treatment.

MEXICAN LABORERS ADMITTED UNDER DEPARTMENTAL EXCEPTIONS.

There is appended hereto table showing in detail not only the total number of aliens admitted under the department's exceptions during the past year and of that number the number now employed, the deaths, desertions, the number who returned or were returned, and the number whose residence in the United States was legalized, but also similar information for the three preceding fiscal years and distribution by States. The year just closed witnessed an increase of over 100 per cent as compared with the preceding year in the number of aliens imported for agricultural work or engaged at immigration stations under the department's exceptions to the contract labor, head tax, and illiteracy provisions of the immigration act—in other words, the introduction of 21.289 alien laborers for agricultural work. Of this total, 43 are reported to have died, 2,894 to have escaped, 4,530 to have been returned to Mexico, 9 as having had their residence legalized by nunc pro tunc examination and payment of head tax, leaving a balance of 13,813 employed under the conditions imposed primarily at the time of entry. A recapitulation of the transactions by years for 1917, 1918, 1919, and 1920 shows total importations of 50,852—22,637 now employed, 327 deaths, 10,691 desertions, 17,186 aliens returned to Mexico, and 11 legalizations of residence. Leaving out of consideration the 9,998 aliens imported for railroad maintenance-of-way work in 1919, the figures show agricultural laborers admitted under the department's exceptions as follows: 475 in the closing months of the fiscal year 1917, 8.445 in the year 1918, 10,491 in the year 1919, and 21,289 in the fiscal year 1920. None of the foregoing figures take into account the aliens admitted during the fiscal year 1919 for work in mining, or construction for or by the Government. The State of Arizona led all others in the year just closed in the number of importations. Texas follows a fairly close second, Colorado a poor third, California a poorer fourth, while the balance of the aliens were absorbed in practically negligible numbers by Wyoming, Kansas, Idaho, New Mexico, Iowa, Utah, and Oklahoma, in the order named, it being noted that Iowa and New Mexico each imported 203 laborers.

It should be stated that the writer has every reason to believe, though not in a position to prove the accuracy of his deductions, that the figures as to desertions and those as to the number of aliens now employed are anything but dependable. They are compiled from reports received from employers, the majority of whom, experience has shown, are exceedingly lax in keeping their reports completely and accurately up to date. However, the figures furnished must, perforce, be accepted, since there are available no means of disproving them. At the very inception of the plans inaugurated for admitting a sufficient number of laborers into the United States under the department's exceptions to meet the exigencies of the situation engendered by the World War, the writer recommended and repeatedly thereafter urged that a sufficient force of men be supplied to follow up and check importations with a view to insure compliance with the requirements upon which their admission was conditioned. An importer may be utterly unmindful of the obligations he assumed toward the Government as trustee for his laborers. He may, when their work is finished, instead of returning them to the port of entry, permit them to desert in droves, and this office has no dependable means of ascertaining that fact if he chooses to conceal it by neglecting to give notice of desertions. In the circumstances, any attempt at analysis of the figures presented or deductions therefrom must of necessity be wholly unreliable, if not absolutely misleading, as to the true situation. Enough has been learned, independent of the reports submitted by employers, to satisfy the writer that with some exceptions and taken in the mass they regard very lightly the obligations assumed, and the conclusion is inevitable that once the privilege of importing laborers is finally and definitely withdrawn and all further incentive removed to a semblance of meeting those obligations they will be, with but relatively few exceptions, wholly ignored.

The writer does not in any manner presume to question the need of the adoption by the department of measures to relieve the labor shortage during the late emergency, nor for their continuance. These are matters which the department has acted upon presumably only after complete investigation and

careful consideration; he can not, however, at this juncture, refrain from pointing out that the practice is peculiarly susceptible to abuses of many kinds by reason, mainly, of the lack of officers and employees to investigate and correct the same. If the Government's interests are not adequately safeguarded, it can be stated with no less force and truth that the interests and welfare of the importer are equally unprotected; he has no means of compelling imported laborers to remain in his employ; he can not resort to force or duress, intimidation, withholding of pay, or any one of the many other devices which obviously come to mind. If after importing laborers and conveying them to their place of employment, all at heavy expense, they choose to desert their employer for work in an industry or with another employer offering a higher scale of wage than that they agreed to work for at the time of entry, the original employer has no redress, but becomes immediately liable for a heavy bill, which the Government may at any time thereafter present for expenses incurred in returning these former employees to Mexico. For the reasons hereinabove pointed out, it is impossible to determine to what extent laborers are deserting from the farms and filtering into other lines of employment. It is, generally speaking, a matter of common knowledge that the farmers do not meet the scale of pay offered by other employers. It is but natural in the circumstances that the imported Mexican laborers should desert at the first favorable opportunity. It may be of interest to the bureau to know that out of a test run of 5,000 of these laborers, admitted through Nogales and El Paso, 50.7 per cent were found at the time of entry to be illiterate and 49.3 per cent literate. It may be fairly assumed that these figures are representative of all of such laborers admitted at the various points along the border.

This brings us to a discussion of a ruling recently promulgated by the department, which in effect provides that literate aliens admitted under the department's exceptions, able and willing to pay the head tax and found otherwise admissible, may, if they choose so to do, have their residence in the United States legalized—in other words, be permitted to remain permanently. Since the department has made this ruling, it would seem that it might, without the least inconsistency, go a step farther and permit the importation of literate agricultural alien laborers, able and willing to pay the head tax or in behalf of whom their prospective employers will do so, without requiring that the said employers shall enter into a contract with the Government obligating themselves to return their charges to Mexico. Since practically all employers being importers will, without doubt, readily and gladly advance the money for the head tax, and since about 50 per cent of the laborers imported are able to read and are otherwise admissible, no extended argument is necessary to demonstrate that the issuance of such an additional ruling would result in eliminating practically one-half of the work now performed by immigration officers incident to the administration of the department's rules and regulations governing the admission of this particular class of aliens. It does not seem that any valid argument could possibly be advanced against this proposal, for the very simple reason that all that an importer now is required to do to relieve himself of the obligations of his contract with the Government is to advance to the literate alien imported the amount of his head tax, if the latter is unwilling or unable to pay the same, whereupon the alien also is relieved of any obligation to return to Mexico, an obligation which at best is extremely easy of evasion if he is so inclined. To reduce the proposition to its simplest terms, let us take a hypothetical case by way of concrete illustration: Jones, an importer, availing himself of the department's ruling concerning legalization of residence, wishes to permanently retain as many of his imported laborers as possible. He selects those who are literate and presents them to the nearest immigration officer with money for their head tax. They are examined, found otherwise admissible, and their residence is legalized. Jones, however, finds that he needs more permanent laborers. He goes to Mexico, imports only those able to read and who are otherwise admissible. He signs the contract with the Government which in effect then relieves him of any liability under the contract-labor provisions of the immigration act for importing the aliens, renders a detailed statement of the terms and conditions of employment, makes a contract with the alien, and the following day or within 10 minutes after admission tenders the head tax and requests legalization of residence. Why not eliminate the lost motion?

Mexican laborers admitted under departmental exceptions.

Destination.	Agricultural.																				
	1917					1918						1919					1920				
	Total imported.	Now employed.	Died.	Deserted.	Returned.	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.	Total imported.	Now employed.	Died.	Deserted.	Returned.	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.
Arkansas	0	0	0	0	0	350	26	0	163	161	0	0	0	0	0	0	0	0	0	0	0
Arizona	243	48	0	40	155	2,682	964	19	387	1,312	0	2,899	1,273	34	387	1,205	9,752	7,128	33	1,194	1,393	4
California	0	0	0	0	0	2,554	634	3	671	1,246	0	1,507	363	14	478	652	734	588	0	95	51	0
Colorado	228	1	0	186	41	16	0	0	12	4	0	290	146	0	112	32	1,352	1,341	0	8	3	0
Idaho	0	0	0	0	0	1,012	454	27	319	212	0	537	268	3	162	104	216	216	0	0	0	0
Illinois	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Iowa	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	203	203	0	0	0	0
Kansas	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	289	289	0	0	0	0
Louisiana	0	0	0	0	0	0	0	0	0	0	0	130	14	3	105	8	0	0	0	0	0	0
Maryland	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Missouri	0	0	0	0	0	44	1	4	1	38	0	0	0	0	0	0	0	0	0	0	0	0
Montana	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Nevada	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Mexico	0	0	0	0	0	28	12	0	7	9	0	19	11	0	4	4	364	203	1	61	99	0
Ohio	0	0	0	0	0	393	14	4	163	212	0	0	0	0	0	0	0	0	0	0	0	0
Oklahoma	0	0	0	0	0	20	8	1	8	3	0	0	0	0	0	0	30	1	0	18	11	0
Oregon	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Texas	4	4	0	0	0	1,345	132	9	436	767	1	5,021	1,364	44	1,525	2,088	7,952	3,449	9	1,516	2,973	5
Utah	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0	46	45	0	1	0	0
West Virginia	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Wyoming	0	0	0	0	0	0	0	0	0	0	0	88	53	0	18	17	351	350	0	1	0	0
Total	475	53	0	226	196	8,445	2,246	67	2,167	3,964	1	10,491	3,492	98	2,791	4,110	21,289	13,813	43	2,894	4,530	9

Destination.	Agricultural—Continued. Total.						Railroad maintenance of way, 1919.						Grand total.					
	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.
Arkansas	350	26	0	163	161	0	0	0	0	0	0	0	350	26	0	163	161	0
Arizona	15,576	9,413	86	2,008	4,065	4	979	39	7	561	372	0	16,555	9,452	93	2,569	4,437	4
California	4,795	1,585	17	1,244	1,949	0	2,321	1,008	15	379	919	0	7,116	2,593	32	1,623	2,868	0
Colorado	1,886	1,488	0	318	80	0	380	122	7	114	137	0	2,266	1,610	7	432	217	0
Idaho	1,765	938	30	481	316	0	0	0	0	0	0	0	1,765	938	30	481	316	0
Illinois	0	0	0	0	0	0	598	187	18	115	278	0	598	187	18	115	278	0
Iowa	203	203	0	0	0	0	0	0	0	0	0	0	203	203	0	0	0	0
Kansas	289	289	0	0	0	0	1,147	329	13	268	537	0	1,436	618	13	268	537	0
Louisiana	130	14	3	105	8	0	0	0	0	0	0	0	130	14	3	105	8	0
Maryland	0	0	0	0	0	0	32	5	0	0	27	0	32	5	0	0	27	0
Missouri	44	1	4	1	38	0	398	100	11	96	191	0	442	101	15	97	229	0
Montana	0	0	0	0	0	0	57	5	1	22	29	0	57	5	1	22	29	0
Nevada	0	0	0	0	0	0	143	84	0	28	31	0	143	84	0	28	31	0
New Mexico	411	226	1	72	112	0	1,245	276	12	399	558	0	1,656	502	13	471	670	0
Ohio	393	14	4	163	212	0	0	0	0	0	0	0	393	14	4	163	212	0
Oklahoma	50	9	1	26	14	0	301	33	4	81	183	0	351	42	5	107	197	0
Oregon	0	0	0	0	0	0	134	94	1	0	39	0	134	94	1	0	39	0
Texas	14,322	4,949	62	3,477	5,828	6	2,112	688	27	458	938	1	16,588	5,638	89	3,991	6,863	7
Utah	47	46	0	1	0	0	0	0	0	0	0	0	47	46	0	1	0	0
West Virginia	0	0	0	0	0	0	124	61	0	25	38	0	124	61	0	25	38	0
Wyoming	439	403	0	19	17	0	27	1	3	11	12	0	466	404	3	30	29	0
Total	40,700	19,604	208	8,078	12,800	10	9,998	3,032	119	2,557	4,289	1	50,852	22,637	327	10,691	17,186	11

Mexican laborers admitted under departmental exceptions—Continued.

Grand total by years.								1919				
	Total imported.	Now employed.	Died.	Deserted.	Returned.	Residence legalized.		Total imported.	Now employed.	Died.	Deserted.	Returned.
1917	475	53	0	226	196	0	Texas:					
1918	8,445	2,246	67	2,167	3,964	1	Government construction	89	0	0	28	61
1919	20,643	6,525	217	5,404	8,496	1	Mining	65	1	0	28	36
1920	21,289	13,813	43	2,894	4,530	9						
Total	50,852	22,637	327	10,691	17,186	11						

Of the 17,186 laborers returned to Mexico, 153 (together with 14 children under 16 years of age not included in the figures) were deported under departmental warrants. Of this number, the expenses in the cases of 124 adults and 6 children were charged to the responsible importers. Of these, the Government has been reimbursed in the cases of 86 adults and 3 children in the amount of $5,095.20. Reimbursement in the cases of the other 38 adults and 3 children is pending. The other 29 adults and 8 children were deported at Government expense.

Laborers imported under departmental exceptions during fiscal year 1920, by stations and months.

	Brownsville	Hidalgo.	Rio Grande City.	Laredo.	Eagle Pass.	Del Rio.	Presidio.	El Paso.	Nogales.	Calexico.	Total.
July	243	92	0	130	531	55	5	6	0	0	1,062
August	348	150	0	132	724	115	5	80	391	0	1,945
September	61	55	0	57	457	111	87	547	2,649	0	4,024
October	21	27	0	253	352	188	0	1,672	1,812	0	4,325
November	56	42	0	211	212	126	0	536	567	0	1,750
December	10	33	0	4	21	82	0	168	130	0	448
January[1]	0	0	0	0	0	0	0	0	0	0	0
February	9	0	0	0	26	48	10	111	0	0	204
March	78	42	0	0	168	162	7	184	77	0	718
April	24	41	0	42	347	68	0	153	256	0	931
May	24	8	0	0	151	51	0	820	997	0	2,051
June	17	6	0	125	272	53	0	1,718	1,474	166	3,831
Total.	891	496	0	954	3,261	1,059	114	5,995	8,353	166	21,289

[1] Importations were discontinued at close of Dec. 31, 1919, and resumed under departmental order of Feb. 12, 1920.

RULE 17-A.

The records of this office disclose but two cases of the character contemplated by the above caption arising in this district during the fiscal year just terminated, one being that of John Brockman, at large upon his own recognizance, and the other that of Gus Futris, in whose case the department canceled the outstanding warrant of arrest during the month of January last.

APPLICATIONS FOR ADMISSION NOT ENTERTAINED BY REASON OF NONPAYMENT OF HEAD TAX.

It has been found almost impossible to maintain complete and accurate records of aliens whose applications for admission have not been entertained by reason of unwillingness or inability to pay head tax. The records of this office, however, disclose 555 such cases. It is safe to say, however, that this does not represent more than half of the total number so disposed of. Strange perhaps as it may seem, the inaccuracy and incompleteness of data concerning this phase of the immigration problem on this border are due primarily to causes beyond power to remedy under existing conditions. These causes are related directly to physical defects in the construction and arrangement of immigration stations. One illustration will suffice for the border. At El Paso certain classes of aliens are removed from the footbridge to the basement of the immigration building for primary inspection. Here, as is to be expected in dealing with aliens, a large proportion of whom are extremely ignorant and improvident, many thereof are found without sufficient funds to pay head tax. These are instructed to return to Juarez and provide themselves with the necessary money. They cross the river into Mexico, but just what proportion fail to renew their applications it is impossible to determine without further initial segregations and preparation of lists and subsequent checking, which would involve additional work wholly incommensurate in value with the results attained.

REFUGEES.

As shown by the previous annual report of this office, there were remaining in the United States at the close of the fiscal year ended June 30, 1919, 406 of the Chinese refugees who had accompanied the American expeditionary troops upon their withdrawal from Mexico in February, 1917, five of which number had been made the subject of departmental warrant proceedings.

During the fiscal year just terminated the five alien refugees who had been detained on departmental warrants were deported to China, 7 of the refugees departed for China at their own expense, 1 departed for Mexico at his own expense, and 2 died. One, who was permitted to proceed to San Francisco at his own request, in order that he might depart for China, failed to arrive in San Francisco, and evidently proceeded to some interior point where he would be safe from detection by officers of this service.

The remaining refugees, 390, are for the most part employed at various places under the direction of the Quartermaster's Department of the Army. On June 12, 1920, advices were received that the military reservation at Fort Bayard, N. Mex., had been transferred to the Public Health Service, and that this department had consented to the retention by the latter of the refugees theretofore employed in the hospital at that place, being 14 in number. The military authorities have likewise requested the Department of Labor to authorize the Public Health Service to employ 9 Chinese refugees who were detailed to perform labor in the hospital at Deming, N. Mex., it appearing that this hospital has also been transferred to the Public Health Service by the War Department.

The plan previously discussed of having the entire party of Chinese refugees conveyed to China by an Army transport seems to have been abandoned. No good reason is perceived why these inadmissible aliens should longer be permitted to remain in the United States, and this office has repeatedly, in independent communications to the bureau, recommended that appropriate disposition be made of them.

Other than as above indicated, the general situation with respect to refugees remains practically the same in this district as set forth in last year's annual report.

DEPORTATION UNDER DEPARTMENTAL WARRANTS AND VOLUNTARY RETURN TO THE COUNTRY WHENCE THEY CAME OF ALIENS FOUND ILLEGALLY IN THE UNITED STATES.

A total of 931 departmental warrants of arrest with deportation in view were issued during the year, embracing 25 Japanese, 33 Chinese, and 873 aliens of other nationalities, a large majority of whom were Mexicans. Last year this office pointed with pride to the fact that deportation proceedings had been instituted in the cases of more than double the total number above referred to. In other words, departmental warrants of arrest were issued in the preceding fiscal year in respect of 2,041 aliens, which was an increase of almost 100 per cent over the previous year. The fiscal year 1918 witnessed the institution of deportation proceedings against 1,024 aliens; the record for the year just closed, therefore, falls even short of that for the year 1917–18. It would be a cause for congratulation and gratification were this office able to interpret this tremendous falling off in deportation cases as an indication that not half as many aliens have unlawfully entered the United States through this district as in the previous year. Unfortunately, however, the incontrovertible facts not only preclude any such interpretation of the figures but are conclusive that in no period of the history of this service, since the organization of the district in 1907, have there been as many illegal entries as occurred during the year just closed. The patrols engaged in guarding the border during the fiscal year 1919 against the introduction of all manner of undesirable aliens were cut off at the close of said year. On August 18, 1919, a still further and most paralyzing reduction was made in the force. The writer foresaw the consequences and predicted them with an accuracy fully demonstrated by the figures now presented. There is no means of determining to the full the disastrous effects of those reductions in force or of accurately determining the number of undesirable aliens who found easy access to our country across the unguarded southern frontier while the officers "tied" to immigration stations engaged in routine administrative work received reports from every source of these incursions which they were helpless in the circumstances to prevent. The officer in charge at one port estimates that not less than 60,000 aliens entered surreptitiously in the vicinity of said port. The estimate may or may not be exaggerated. One fact the writer can state with assurance, however, and that is that practically any alien desirous of entering the United States and possessed of ordinary intelligence and persistence could readily find the means of so doing without fear of detection. In spite of the tremendous handicap imposed by the shortage in force and the multiplicity of duties imposed upon the shrunken forces at immigration stations 931 aliens were apprehended and proceeded against with expulsion in view, as hereinabove stated, in addition to 4,096 aliens who were permitted voluntarily to return to Mexico in lieu of the institution of formal deportation proceedings. Some of these were literally apprehended in droves by reason of the fact that they openly and apparently without fear took to the open highways afoot and by motor trucks.

In last year's annual report the writer concluded the chapter on deportations with the following statement:

"In other words, instead of apprehending some 6,000 aliens of all classes and degrees of undesirability following surreptitious entry, it is only reasonable to assume that approximately that many during the ensuing year will cross the frontier with absolute impunity and merge their identity with the alien population of the country."

This prediction has, unfortunately, been all too completely fulfilled.

In passing, the writer can not refrain from the observation that it is a sad commentary upon our Government's administration of the laws of the land that it should maintain expensive control stations along the frontier of nearly 3,000 miles, where officers are engaged in receiving and considering the applications of aliens for admission, rejecting those unfit, without providing that control in the areas between the stations necessary to render the work of said stations effective. In other words, to employ a homely simile, the border is closed at the spigot and open at the bunghole.

The cases of 931 aliens arrested on departmental warrants during the year, as well as those involving 382 aliens pending from the fiscal year 1919 (1,313 in all), were disposed of as follows: Deported to Mexico, 676; deported to other countries, 61; warrants of arrest canceled by department, 145; transferred to other districts for deportation, 14; aliens escaped, or disappeared previous to arrest, 76; aliens died while proceedings were pending, 4; cases transferred to other districts for final action, 38; and pending June 30, 1920, 299.

But 1 Japanese was deported to Mexico, 23 having been deported to other countries, and 17 Japanese cases are now pending.

Seventeen Chinese were deported to Mexico and 14 to other countries; 10 cases involving Chinese persons are pending; 2 warrants were canceled and 1 Chinese was transferred to another district for deportation.

Aliens totaling 192 who had been arrested in other districts were deported through Mexican border ports.

ALIEN SEAMEN.

During the year 8,764 alien crewmen arrived on 996 vessels at ports within this district and were inspected by immigration officers. This total includes 1,152 Japanese and 1,139 Chinese seamen.

There were no Chinese or Japanese among the 12 alien seamen reported as having deserted.

Two hundred and sixty-nine seamen were discharged to reship, in addition to which there were 41 discharged seamen who applied for admission and were admitted on primary inspection.

Identification cards were issued to 1,131 alien seamen, including 263 Chinese seamen.

Nine seamen were landed for hospital treatment; 2 of this number were certified to be afflicted with a loathsome contagious disease. Six disabled seamen returned to their respective countries of embarkation in transit through the United States.

Five alien seamen were examined at ports in other districts and manifests forwarded to ports within this district, where the aliens were entered in statistics as admitted.

STOWAWAYS.

Two stowaways arrived at the port of San Pedro, one of whom was permitted to proceed, without inspection, to San Francisco, to which port notice was furnished, while the other escaped at San Pedro after the master of the vessel had been notified to detain him on board. The master of the vessel was served with notice of intention to fine under the terms of section 16.

There were no workaways reported as having arrived.

ESCAPES OF ALIENS, ALL CLASSES EXCLUSIVE OF SEAMEN, FROM VESSELS, STATIONS, AND OFFICERS.

There were seven escapes from detention quarters. In some of the cases warrants were being retained at the close of the year in the hope of reapprehending the escaped aliens.

In addition to the foregoing, 2 aliens under arrest on departmental warrants escaped and were subsequently recaptured and deported.

FINANCIAL AFFAIRS.

During the year last past head tax collected totaled $369,632; the Government was reimbursed in the sum of $5,171.50 for deportation expenses incurred in effecting the return to Mexico of certain aliens admitted under the department's so-called exceptions to the contract-labor, head-tax, and illiteracy provisions of the immigration act; and there was collected through administrative fines and administrative forfeitures the sum of $15,760, which does not include $8,305, representing fines assessed by courts in criminal cases. In other words, $390,563.50 represents the sum of money accruing to the Government through the operation of the service on the Mexican border, as against which there was expended for all purposes, including salaries, the sum of $381,549.42, leaving a balance of $9,014.08 net excess of receipts over and above expenditures. This balance, as previously indicated, does not include fines of $8,305 assessed in criminal prosecutions resulting directly from the activities of immigration officers.

The allotment for last year was $66,000. The disbursements therefrom were $62,876.50. In order to keep within the said allotment, necessity for which action was repeatedly made manifest throughout the year, the strictest economies were enforced in every direction, even at the expense of leaving undone many important tasks, the accomplishment of which would have been rendered easily possible by a more liberal allotment. In order to prevent any possibility of incurring liabilities in excess of the sum provided, these economies cut deeper by a few thousand dollars than it now appears was necessary. A continuation of the policy of retrenchment which marked the past year (leaving undone many things of vital importance to a proper enforcement of the law), would make neecssary at the least calculation an allotment of $68,151.80, which small increase over last year would bring the sum total of expenditures for the ensuing year up to $386,824.72. As indicated elsewhere in this report, however, it is confidently believed that if the additional officers needed to effectively enforce the laws in this district were supplied, the extra expense thereby incurred would be more than offset by the added revenue which would result from increased head-tax collections.

FINES AND FORFEITURES.

Four fines, in the aggregate sum of $510, were assessed for failure to furnish proper crew lists as required by section 36 of the immigration act. The fines, being for $100, $60, $160, and $190, respectively, and assessed in respect of 51 alien seamen, were paid and covered into the Treasury.

The master of one vessel was required to deposit the sum of $300 to cover the amount of a prospective fine because of failure to detain on board an escaped alien stowaway, in violation of section 20.

Fines amounting to $8,305 were assessed by courts in criminal prosecutions under the immigration and Chinese-exclusion acts.

There was paid into the courts the total sum of $5,000, representing forfeited appearance bonds.

A judgment in the sum of $1,000 was obtained by the Government in a contract labor case pending from the previous year. This amount, together with $153.83 to cover interest and costs, was paid by the defendant company.

In eight cases where aliens failed to appear for deportation the release bonds theretofore furnished in their behalf were declared forfeited and the amount of the penalties paid without suit. One such bond was for $2,000; five were for $1,000 each; and two for $500 each; or a total of $8,000. Drafts covering these various forfeitures were sent to the Bureau of Immigration, and it is assumed that the entire amount has been covered into the Treasury.

In the last report mention was made of three suits in which the Government had obtained judgments against the sureties on forfeited release bonds, but in which the amounts thereof had not been paid. None of those judgments has yet been paid.

The sum of $1,000 covering two forfeited transit bonds in the cases of 1 Japanese and 1 Chinese was paid and sent to the bureau, to be covered into the Treasury.

Action in one bond forfeiture case involving a Chinese transit has been deferred for further investigation to determine whether the equities of the case justify returning to the sureties the amount of said bond.

One suit was instituted during the year to recover the amount of penalty of a forfeited release bond, namely, $500; this suit is still pending. No other suits were brought for recovery on bonds of any character.

CHINESE ARREST CASES.

During the year deportation proceedings were instituted against 3 Chinese aliens under the provisions of the Chinese-exclusion act. Eleven cases were pending from the previous fiscal year. As heretofore stated, the cases of 44 Chinese aliens, including 11 pending from the previous year, were handled on departmental process. There was thus a total of 58 Chinese handled under both judicial and immigration procedure, of whom 35 were deported, 4 were discharged by courts or warrants canceled, while 1 case was transferred to another district, leaving 18 cases pending.

The prophecy that the year would be marked by renewed activities on the part of Chinese smugglers has been justified. The vigilance and zeal of immigration officers resulted in frustrating several organized attempts to illegally introduce Chinese aliens from Mexico into the United States, with resultant criminal prosecution of the smugglers and deportation of the aliens. Thousands of Chinese in Mexico, believed to be awaiting favorable opportunity to surreptitiously enter the United States, can be permanently kept back only by augmenting the all too insufficient force now available for preventive work, by preserving the present lines of defense, and by reestablishing those which have, of necessity, been abandoned because of a shortage of men and money.

CHINESE EXEMPTS FOUND LABORING.

But one case of this character was brought to the attention of this office during the past year, and further investigation therein is necessary to conclusively establish that the status of the alien has in fact undergone a change.

CHINESE TRANSITS.

One hundred and sixty Chinese aliens were admitted at Mexican border ports to pass out at other ports within district No. 23; 858 were admitted to pass out at ports outside of district No. 23; and 2,036 were admitted at the port of San Francisco to depart through ports within district No. 23.

The demand for Chinese labor in the cotton fields of Lower California, Mexico, continues, and this, as well as the excellent opportunities naturally furnished to Chinese merchants and camp-following parasites of various classes by the concentration of thousands of Chinese workmen within a comparatively restricted area in that part of Mexico, unquestionably accounts for the fact that there has again been a large increase in the number of Chinese entering Mexico in transit over the number of those leaving that country and returning to China in transit through the United States; it being noted that of the total number admitted at San Francisco to proceed to Mexico through ports within this district, 1,906 went to Mexicali, which place is the headquarters of the cotton industry in Lower California. The greater number of the Chinese admitted at border ports to reenter Mexico through other border ports likewise proceeded to Mexicali.

The action of the Mexican authorities at Nogales, Sonora, in refusing admission to 15 Chinese aliens granted the transit privilege at San Francisco resulted in the issuance of general instructions by the bureau that no Chinese person should be granted the transit privilege with a view to enter Mexico until consent had first been obtained from the appropriate Mexican official insuring that such Chinese would be allowed to enter or reenter Mexico. This procedure, it is believed, will obviate future instances such as that which occurred at Nogales and which might have resulted in serious complications had the 15 aliens in question not been in the custody of guards of the Southern Pacific Co.

CRIMINAL CASES—IMMIGRATION.

Prosecutions numbering 111 were begun for criminal violations of the immigration laws during the past year, and 39 criminal cases were pending from the previous year. Convictions were secured in 54 instances, involving penalties aggregating 40 years and fines amounting to $8,305. Of the convictions, 29 were for violation of section 4 of the immigration act (bringing in immoral

women); 14 for violations of section 8; and 9 for conspiracy to violate that section (unlawful entry of aliens); 1 for resisting an immigration officer; and 1 for attempt to bribe a Government officer.

The foregoing figures indicate a return to normal from the unusual condition which obtained during the previous year in that prosecutions for violations of section 4 exceeded in number those for violations of section 8 of the immigration act. Quite naturally prosecutions of all classes have been fewer in number than those of the preceding year for the reason that the extra units temporarily added to the immigration force in this district merely as a war measure, which made possible the signal results then accomplished in the apprehension of criminal violators of the various provisions of the immigration act, were withdrawn prior to the beginning of the present fiscal year, and that, for other causes elsewhere herein related, the force of this district has been below par in numerical strength and efficiency during the year.

The 54 convictions this year resulted in prison sentences of slightly more than 40 years and fines of $8,305, as against sentences of approximately 37 years and fines of $1,601 in the cases of 85 convictions during the previous year, or an increase of three years in the aggregate of sentences and $6,704 in the total of fines imposed, notwithstanding a decrease of nearly 38 per cent in the number of convictions.

Approximately half of the cases in which the grand juries failed to indict were handled in the southern judicial district of Texas, although fewer prosecutions were there undertaken than in the western judicial district of Texas or the southern judicial district of California. It is believed that in no instance has the failure to indict been chargeable to the faulty preparation of cases by officers of this service.

In addition to the 3 defendants reported as having been prosecuted under the criminal provisions of the Chinese-exclusion act—more specifically, for conspiracy to violate section 11 thereof—6 other Chinese smugglers were proceeded against for violation of the immigration act, 1 for straight violation of section 8 thereof and 5 for conspiracy to violate that section. These 6 cases were in the southern district of California, where the United States attorney's staff considers it preferable to proceed against such smugglers under the immigration act, where possible, rather than under the Chinese-exclusion act, as this course saves the Government from the burden of making and sustaining certain allegations seemingly required in prosecutions under the second-mentioned act but not under the immigration act. In one case the contraband Chinese were indicted with the smugglers but were not further prosecuted, inasmuch as they voluntarily testified as witnesses for the Government against the other defendants.

CIVIL SUITS.

One civil suit involving contract-labor violation originated in this district during the year, resulting in acquittal by the jury. Three cases were pending from the fiscal year 1919, in 1 of which conviction resulted, carrying with it a penalty of $1,000. The 2 remaining cases are still pending.

HABEAS CORPUS.

At the close of the fiscal year ended June 30, 1919, there was pending in a United States district court within this immigration district one case involving an alien who after having been ordered deported on departmental warrant applied for writ of habeas corpus. Applications for writs were made during the year on behalf of 11 other aliens arrested within this district on departmental warrants. In 8 cases the courts denied the applications for writs; in 3 cases writs were granted and the petitioners ordered released from further custody by this service. One of the 12 cases before the lower courts was pending without action at the close of the fiscal year just ended.

Seven of the aliens whose petitions for writs were denied appealed to the circuit courts of appeals; 1 is awaiting deportation, action in his case having been deferred by the department.

At the close of the previous fiscal year 8 cases of the character covered by this topic were pending in circuit courts of appeals upon appeal from the action of the lower courts in having denied applications for writs on behalf of aliens originally arrested in this district on departmental warrants and ordered deported. In 2 of these cases the courts of first instance were within this

immigration district, while in the other 6 cases—5 of which were inadvertently omitted from mention in the last previous report of this district—the habeas corpus proceedings were undertaken in another district to which the aliens had been conveyed for deportation.

In 3 cases the appellate courts dismissed the appeals of the aliens. It is reported that the department suspended deportation of one of these aliens who was in San Francisco when action was taken by the court. The other 2 aliens were, following the mandate of the court of appeals, conveyed to New Orleans for further detention until deportation could be effected.

The latest information available indicates that 12 of the 15 cases before the circuit courts of appeals—including the 7 appealed during the year—were pending without action at the close of the fiscal year covered by this report.

One of the cases appealed from the district courts during the year was that of Akira Ono, in which, as stated in the last previous report of this office, attack was made upon the immigration procedure for expelling Japanese aliens alleged to have entered the United States in violation of the so-called passport provisions of the immigration act, i. e., the sixth proviso of section 3, and rule 11. From a reading of the decision of Judge Bledsoe, of the United States district court at Los Angeles, in this case it appears that he took the position that the President's proclamation of 1913 is still in effect as to Japanese and Korean aliens; that any such aliens who illegally entered the United States prior to the passage of the immigration act of February 5, 1917, may be deported as provided by section 19 thereof; and that in such cases there is a five-year retrospective limitation. As to the language used in the warrant of deportation, namely, that the alien entered "in violation of the sixth proviso of section 3 of the immigration act of 1917," whereas his entry in fact occurred in the year 1915, before the said act became operative, the court intimated that this was merely a "technical inaccuracy in the statement of the charge against him," which in itself is not sufficient to impair the validity of the warrant proceedings.

The other 6 cases appealed from the adverse decisions of the district courts involve facts similar to or identical with those in the Akira Ono case. The attorneys announced that if the decision of the appellate court in that case is adverse to the alien, the appeals of the other 6 aliens would be withdrawn.

COURT DECISIONS.

The only court decision of sufficient importance to deserve special mention herein was that of the United States district court of Los Angeles upholding the power of the Secretary to deport Japanese laborers on the ground that they entered in violation of the sixth proviso of section 3 (rule 11). That decision is discussed at greater length under the heading "Habeas corpus."

WHITE-SLAVE MATTERS.

The expression "white-slave matters," as has been stated in previous annual reports, has by common consent and general usage come to be accepted as properly embracing data respecting sexual immorality in general rather than data relating merely to enforcement of the so-called white-slave law or Mann Act, for which officers of this service, strictly speaking, are not held responsible. The following facts and figures therefore deal with the subject so far only as results attained from enforcement of kindred provisions of various immigration acts are concerned:

EXCLUSIONS.

There were debarred during the year a total of 90 aliens of the sexually immoral classes. Of this number 87 were of the Mexican race, 2 of the Spanish, and 1 of the Syrian race. Of the Mexicans 1 male and 1 female were excluded for adultery, 40 males were excluded as bringing women or girls for an immoral purpose, 34 as women or girls coming for an immoral purpose, 10 as prostitutes, and 1 male as supported in whole or in part by the proceeds of prostitution. The 3 aliens other than Mexicans were males and were excluded as bringing women or girls for an immoral purpose.

DEPORTATIONS.

Of the 737 aliens arrested within this district and expelled from the country during the year 126 were charged with being of the sexually immoral classes, as follows: 33 women coming for an immoral purpose; 44 prostitutes; 25

procurers and persons bringing women and girls for an immoral purpose; 3 found receiving, sharing in, or deriving benefit from the earnings of prostitutes; 4 persons found employed by, in, or in connection with a house of prostitution; 17 who had returned to the United States following deportation or exclusion on grounds of sexual immorality. Of the 126 enumerated 119 were of the Mexican race and nationality.

PROSECUTIONS.

Of the convictions secured in this district during the past year in criminal proceedings for violation of the immigration act, 29 were of persons charged with violating the so-called white-slave provisions thereof—12 for bringing or attempting to bring into the United States women or girls for the purpose of prostitution or other immoral purpose, and 17 for having returned to the United States subsequent to exclusion or deportation upon grounds of sexual immorality. Indictments against 2 persons charged with having brought women or girls for an immoral purpose and against 1 who maintained a woman for an immoral purpose after her entry were dismissed. The cases of 2 persons charged with having brought women or girls for an immoral purpose were not presented to the grand jury. The grand jury failed to return indictments in the cases of 5 persons charged with having brought women or girls for an immoral purpose and 3 who returned to the United States subsequent to exclusion or deportation as members of the immoral classes. Two persons charged with having brought women or girls to the United States for the purpose of prostitution or other immoral purpose failed to appear for trial and their appearance bonds were declared forfeited. Four persons charged with having imported women or girls for an immoral purpose and 4 charged with having returned to the United States after deportation or exclusion as members of the immoral classes are awaiting trial, and 2 charged with having brought women or girls for an immoral purpose are fugitives from justice. There were no acquittals in the courts of persons charged with violation of section 4 of the immigration act.

CONTRACT LABOR.

Investigations were conducted during the year in 37 cases of alleged violation of the contract-labor provisions of the immigration act which arose in this district. Seven of these investigations were conducted by section 24 inspectors and the remainder by regular immigrant inspectors. During the entire year there has been one section 24 inspector stationed at El Paso, and for a portion of the year another such officer has been located in southern California.

But one suit was instituted, this having been a case which was pending at the close of the previous year. The jury at the direction of the court returned a verdict in favor of the defendant. Several cases of alleged contract labor violations which arose in this district are now pending in the department, which will determine whether the facts are such as to justify request of the Attorney General that he authorize United States attorneys to institute suits against the importers.

The explanation of the relatively small number of suits undertaken in proportion to the number of investigations handled under this topic is, as stated in reports for previous years, that in the majority of such cases the investigations show that the violations of law are the result of ignorance rather than design, or that the financial condition of the importers is such that the Government could not secure satisfaction of judgments if obtained, so that the incurring of the expenses necessarily incident to the institution and maintenance of court proceedings would not be justified.

Two suits were pending without trial at the end of the fiscal year just closed.

SMUGGLING OPERATIONS IN GENERAL.

There is perhaps no subject relating to the enforcement of the immigration and Chinese-exclusion laws on the border of greater importance or one concerning which more can be written than that connoted by the caption appearing above.

The suppression of smuggling operations is a problem which has, from the very inception of the reorganization of this district in July, 1907, continuously

maintained rank of first importance in the administration of affairs on this border. It is only necessary to consult a physical map of the territory paralleling the international border from the Pacific to the Gulf to perceive the tremendous possibilities for illicit traffic of aliens. From the Pacific to El Paso the boundary is an imaginary line marked off by monuments; from El Paso to the Gulf the Rio Grande constitutes a natural but ever-changing line of demarcation between the two Republics. The latter with its meanderings, together with the land boundary mentioned, presents a stretch of frontier easily 3,000 miles in extent, traversed by innumerable roads, trails, fords, etc. Along this frontier there are 19 points at which immigration officers are stationed, with an average distance between each of these stations of over 150 miles, which areas are in the main unguarded excepting where deserts or other natural obstacles interpose their own barriers to travel. Any figures or estimates, therefore, as to the character and extent of smuggling operations are inconclusive at best, since they must in the very nature of things be deduced from information resulting from the apprehension of aliens and smugglers. In other words, we must catch our smuggler or our alien before we can count him. We can not count the aliens and smugglers who successfully avoid detection.

In previous annual reports the subject of "Smuggling operations" has been treated in more or less of a general way, special phases thereof being presented separately from year to year. This was particularly true of last year's report under this caption, in which the Japanese phase of smuggling operations was featured. In order to present a more vivid and vital portrayal of existing conditions and the innumerable and diversified problems confronting immigration officers on the Mexican border in dealing with this particular class of illegal activities a "close-up" picture is deemed desirable, to the accomplishment of which, it occurs to this office, no better means are available than excerpts from reports from the officers in charge of several of the more important stations. These reports supply an abundance of first-hand information with many interesting side lights, the vigor and force of all of which are preserved, a consummation impossible in any attempt at epitomization.

Office of inspector in charge, Brownsville, Tex.

"* * * There always has been and always will be considerable smuggling of both aliens and dutiable goods along this section of the Mexican border. There are numerous small rowboats and rafts along the Rio Grande River, owned by persons on both the Mexican and American sides.

"In my opinion there are perhaps as much or more smuggling and surreptitious entries of aliens between ports now * * * than ever before in the history of the Mexican border. The inducements or compelling reasons for this big increase in surreptitious entries are as follows:

(*a*) The passport regulations and the expenses incident to securing passports, photographs, visés, etc.
(*b*) The head-tax requirements.
(*c*) The illiteracy provisions.
(*d*) The absence of any patrol officers to prevent such illegal crossings.

"Many of the aliens so crossing are healthy and desirable farm laborers; they are badly needed on this side, and readily find employment and are soon absorbed into the respective communities. Also many of these same aliens would come in at the legal ports were it not for the restrictions above mentioned, which exist at all the legal ports under the present laws and which restrictions present insurmountable obstacles to many otherwise desirable Mexican aliens. Also, of course, numerous undesirable aliens, including the diseased, the immoral, the criminal, and the public-charge element, attempt to secure surreptitious entry after being excluded at the legal ports, and patrol officers along the Mexican border would constitute the most practical means of reducing and combating this form of law violations."

Office of inspector in charge, Tucson, Ariz.

"There have been no concerted or organized smuggling activities or operations disclosed during the year. Some few contraband Chinese have been apprehended, but the circumstances indicated that their surreptitious entries were unassisted. The only attempt at Chinese smuggling discovered was that

disclosed by the apprehension at Tempe, Ariz., of a colored automobile driver and an ex-soldier who had conveyed two Chinese from Nogales by automobile. The ex-soldier and one Chinaman were convicted for conspiracy to violate section 11 of the exclusion act, and one Chinaman for violation of the passport regulations, the colored driver being found not guilty by a jury. Effort to secure revocation of the driver's license, through the State corporation commission, proved unsuccessful. The payment of a reward of $100 to the police officer who caused the arrest no doubt served to stimulate the interest and activity of other officers, and a similar practice under similar circumstances should seemingly be observed whenever possible.

"Officers of the Tucson station have endeavored to frustrate so far as possible lawlessly disposed automobile drivers who profit by carrying aliens entering unlawfully. With the two inspectors only (three, with the inspector in charge) assigned to this station, it has been impossible adequately to perform this important work, in view of the very considerable volume of investigation and warrant cases that have been handled. Only recently an automobile from Nogales, driven by an American heretofore prosecuted for infractions of the law, was found to contain 10 illiterate or otherwise inadmissible Mexican laborers destined to employment in the interior and the driver required to return the load to Nogales, a distance of 70 miles, at his own expense; evidence disclosing violation of the contract-labor laws could not be adduced. This very essential work of auto traffic from border points will be given every possible attention during the coming year."

Office of inspector in charge, Douglas, Ariz.

"No organized smuggling was detected here during the year just ended. There are no mounted inspectors or other officers available at this station for outside duty and smugglers could operate with little chance of being apprehended or detected in the immediate vicinity. As much attention as possible was given to this matter, however, as our limited force permitted, but we could not do much other than in a general way.

"The imaginary line separating the United States from Mexico also favors illegal crossings, and doubtless a large number of aliens smuggle themselves into the United States along the border where there are no officers to prevent them nor to investigate among the alien residents. After their entry these soon lose their identity. Automobiles have conveyed aliens into the United States at unprotected points, which is any place sufficiently distant to escape the observation of the immigration office, and also through the regular port of entry, when no inspector is on duty, it being noted that there are not enough officers to cover this port day and night. These conditions will continue so long as sufficient help to control them is withheld."

Office of inspector in charge, Eagle Pass, Tex.

"On August 18, 1919, the four mounted watchmen assigned to this station were furloughed. Since that date the number of officers and employees has been barely sufficient to handle routine business, thereby practically leaving the border unguarded. There are three or four Mexicans who live in Piedras Negras, Mexico, opposite this city, who have at times given this office considerable trouble by smuggling aliens, but in order to apprehend them it is necessary to detail men who are able to perform continuous duty. These smugglers seem to make it a practice to only convey aliens to the middle of the Rio Grande and in no event farther than to the American bank of said river. Notwithstanding the difficulties which this office has had to contend with, the number of aliens who were apprehended and permitted to return voluntarily to Mexico is 355.

"At times this office has not been able to detail a single man to outside work, and whenever one or two could be spared watchmen were used. Only in rare cases were inspectors detailed to this class of work. Only one smuggler was apprehended, he being Francisco Cortinas, who served four and a half months in jail after conviction."

Office of inspector in charge, San Antonio, Tex.

"The particular smuggling operations called to the attention of this office * * * have been those (originating at) Laredo and its adjacent territory. The bulk of these persons (smuggled aliens) has been of the peon class of

Mexicans * * * brought to San Antonio, Tex., by various persons operating automobile lines between Laredo and San Antonio, Tex., connected with Mexican employment agencies here, interested in distributing these Mexicans to farmers, factories, and railroad companies.

"There is no need of this office enlarging on the methods and manner of preventing the bringing in of these persons from Mexico as your office is fully informed along these lines and knows that the remedy is sufficient help along the border to prevent smuggling. It is very much to be regretted that the smuggling has reached the proportions that it has, for it is the personal belief of the writer that at least 5,000 smuggled peons have come into the United States in an illegal manner and have been distributed to various institutions needing labor in Texas. It is the belief of this office that the bulk of these laborers has not gone out of Texas for employment.

"Officers at this station have made many personal trips to the various agencies, and made many trips over the country roads, and interviewed the drivers of automobiles and have tried in various ways to reduce the bringing in of Mexicans illegally, but it seems apparently to have amounted to very little, and the only way that I can see to counteract this is to place enough men along the border to patrol the river efficiently and it is believed that there would be a cessation in this particular operation.

"Aliens are advised on the Mexican side that it a foolish procedure to apply legally for admission to the United States and submit themselves to the indignities of examination by the American officers, when they can go up the river 1 or 2 miles above or below Laredo and cross much cheaper, and when they are once in this country are able to go to any part that they desire."

Office of inspector in charge, Nogales, Ariz.

"During February, 1920, William Carter and George Tanaska smuggled the Chinese aliens Wong Yoke and Lee Kong Chong from Mexico into the United States at Nogales, Ariz. The party was taken into custody by the immigration officers attached to the Phoenix station. The matter was handled and repored by the Tucson office. This is the only instance of Chinese smuggling that has arisen at this port during the present fiscal year. It is believed that no organized effort has been made to smuggle aliens into the country, for the simple reason that it is wholly unnecessary. All that anyone, alien or citizen, in Nogales, Mexico, needs to do to get into the country is to simply walk across the line at either Morley Avenue or at the railroad crossing in Nogales, Ariz., without baggage, and, generally speaking, no questions will be asked by the officers on the American side. As has been stated over and over again in this report, the immigration force is so heavily burdened with inspection work that no one can be regularly assigned to line duty to prevent illegal entries and departures."

Office of inspector in charge, Laredo, Tex.

"During the year the smuggling of aliens into the United States attained proportions that should have been alarming. It is estimated that 60,000 aliens entered without inspection within the jurisdiction of this port. On July 1, 1919, the force was reduced by discontinuing all passport employees. As the passport work was continued, immigration employees were taken from their work to do that of another department. There were some resignations. The vacancies were not filled. On August 18, 1919, the last mounted man was furloughed without pay, and the river was left unguarded. The only difficulty any alien experienced was at the international footbridge, where he was trying to enter in accordance with law. Those excluded by the board had only to return to Nuevo Laredo, employ a smuggler with the $8 head tax that had been refunded to him, and enter the United States in definance of the regulations. In most instances the work of the board in excluding those not admissible was entirely lost.

"On account of the great number of aliens arriving in Nuevo Laredo, numerous gangs of smugglers were organized on the Mexican side with their correspondents on the American side. The business was so remunerative that the smugglers bought automobiles and motor trucks with which to handle this illegitimate traffic. It as safe to say that enough money in the way of head tax has been lost to the Government at this port to pay the entire expense of the station twice over.

"The money loss to the Government is, comparatively, of little consequence when compared with the loss of the respect for the law that has been brought upon us by its nonenforcement.

"It will take much time and work to break up the gangs of smugglers now operating, and with the present force it can never be done."

Office of inspector in charge, Los Angeles, Calif.

"The term 'Smuggling operations' standing at the head of this section of the report would apply, of course, to the illegal introduction of aliens of any nationality into the United States, but the term has come to mean in the minds of immigration officers operations designed to introduce oriental aliens into this country illegally. This is due to the fact that Mongolians (Japanese and Chinese) are the only races which, to any considerable extent, offer sufficient remuneration to appeal to the cupidity of men to aid in their surreptitious entry. During the past year there has been no indication of smuggling, properly so called, of any other nationalities than Japanese and Chinese in this district.

"There seems little to add on this subject to what was said in the last annual report from this office and in yours to the bureau. Considerably fewer Japanese aliens have been arrested during the last than during the preceding year, though immigration officers have been no less vigilant and active. The fact is due to several causes. Many of those arrested during the preceding year were unaware of recent departmental ruling that Japanese aliens more than three years in the country and less than five years might, nevertheless, be deported under section 3 and rule 11, and hence frankly admitted illegal residence more than three years prior to arrest, but in many cases less than five. When the department's intention in this respect became known, alien Japanese, when investigated, uniformly claim a legal residence of more than five years, and since the burden of proof to the contrary is upon the Government deportation in practically all such cases during the past year has proved impossible. A further reason is found in the vigorous and successful prosecution of not only those persons involved in the smuggling of Japanese aliens but those found harboring them subsequent to their illegal entry. (See this report under 'Criminal prosecutions.') Whereas the numerous Japanese farms in the Imperial Valley contiguous to the border formerly employed Japanese aliens almost exclusively, investigation during the past year discloses that these farms are employing persons of other nationalities to a larger and larger extent than hitherto, explaining to the inspectors that they prefer to take no chances of a prosecution for harboring aliens of their own race. This salutary effect is of immense advantage in view of the fact that heretofore practically all Japanese ranches in the Imperial Valley were 'way stations' for aliens of the Japanese race who had just succeeded in crossing the land border surreptitiously, whereas such illegal entrants for the most part must now get speedily away from the border by rail or automobile. This simplifies the problem for immigration officers, who by stationing themselves at a few strategic points stand a reasonable chance of apprehending the aliens and their smugglers.

"The difficulty in making this plan thoroughly effective is found in the lack of sufficient men to station at these strategic points and to cover all railroad trains leaving the vicinity of the border. Such points are covered, of course, when advance information of a smuggling deal is received, by means of temporarily concentrating officers at such points from their regular positions and duties. The logical procedure, of course, is to increase the force to such an extent as to render it possible to continue covering these strategic points and thus 'bottling up' negotiable routes from the border. Still another contributing cause to the reduction in the number of Japanese arrests is due to the prosperous industrial conditions in that portion of the Imperial Valley just south of the border. An incentive to smuggle into the United States is not particularly strong when a Japanese laborer can have continuous employment south of the border at wages ranging from $3.50 to $5 a day. The writer will not undertake to state that all Japanese effecting surreptitious entry from south of the border during the last fiscal year were apprehended, but for the reasons above set forth he is of the opinion that comparatively few of such aliens have avoided immigration officers during the last 12 months. That which particularly confronts this office now is the maintenance and strengthening of the immigration force to an extent not only sufficient to meet present conditions but to meet the anticipated influx of Japanese and Chinese aliens when

industrial conditions south of the border may become less favorable. A vigorous opposition to Japanese immigration—legitimate and illegitimate—in California has given rise to the suspicion by many persons that illegal entry of Japanese by land and sea is greater than the facts justify and to the belief that the Federal Government should establish defenses sufficient in personnel and equipment to absolutely prevent any additions to the Japanese population of the United States by this means. Thirty additional men properly equipped in southern California will unquestionably accomplish this.

"But one of the two immigration launches has been in commission since the launches were returned in the spring of 1919 by the Navy. This launch is doing excellent preventive work, and the writer is thoroughly convinced that its active operation has prevented potential smugglers in engaging in operations by sea and hundreds of Japanese fishing boats from illegally introducing their countrymen from Mexico as an incident to their ordinary vocation. There are some 600 fishing boats operating out of the port of San Pedro and some 200 out of the port of San Diego, and during the year this launch has kept these boats under surveillance. This boat is the only eye of the Immigration Service along this coast and should unquestionably be kept in active commission.

"During the year sporadic cases have been developed indicating a resumption of Chinese smuggling by automobile from the vicinity of Mexicali, Mexico. The Chinese coolie population of that section of Mexico is much greater than the Japanese population and approximates perhaps some 7,000. Twenty-six Chinese aliens who had just effected surreptitious entry have been arrested during the year. Eight of these had employed a white man with a high-powered automobile to take them from the border to San Francisco. A Hawaiian and an American were employed by three others to smuggle them in and deliver them at Los Angeles. All were arrested and the smugglers prosecuted and convicted. The organization proposed for preventing Japanese smuggling will at the same time effectively prevent the large possibility of Chinese smuggling from the same source.

"The preparation of this report was suspended at this point to give attention to an inspector suffering from two gunshot wounds at the hands of a smuggler. At 10.15 o'clock last night at one of the strategic points on the automobile highway leading from the border and referred to in the preceding discussion Immigrant Inspector M. L. Chaffin stopped two Mexicans for the purpose of searching their automobile for contraband aliens. As it now appears, the two Mexicans were bootleggers instead of oriental smugglers, but they nevertheless immediately opened fire on the inspector, the first shot striking him in the right arm. As soon as possible the inspector got his own revolver into action in his left hand and the gun battle raged until the inspector's revolver was empty, and one of the smugglers still shooting. The inspector hurried to his own automobile for another revolver and upon returning to the smuggler's machine found one of them dead and the other fled. This incident is mentioned briefly in this report for the reason that it is such an apt and conclusive demonstration of foregoing recommendations that the immigration force in southern California be immediately augmented. While it is absolutely necessary to do exactly such work as was done last night by this courageous inspector, it is little less than a crime to permit officers to undertake such work except when operating in pairs, and this office will instruct the inspectors to refrain from doing this class of work alone in the future and when, as is usually the case, a second inspector or watchman is unavailable for such a detail that work will go undone until such time as means may be found to increase the force. This is the second gun battle between immigration officers and smugglers during the last fiscal year, and it is only a cause for wonder that even other and more disastrous gun fights have not occurred. These smugglers can not be caught by granting them 'absent treatment,' and the officers must go where the smuggling is going on, equipped and ready to meet desperate resistance, and surely a great Government will not expect nor permit its servants to attempt such business single handed and against odds for a compensation not even sufficient to purchase the necessities of life."

The enactment of national prohibition legislation has added immeasurably to and complicated the problems confronting immigration officers on this border in attempts at suppression of smuggling operations in general. The actual smuggling of alcoholic liquors into the United States from Mexico has steadily grown until it has now assumed serious proportions. This smuggling is of two classes—the hip-pocket variety, which does not especially concern or interfere

with immigration officers in the performance of their duties, and the larger operations where the contraband is brought over in bulk. In the latter class of cases vehicles of various kinds are employed—rafts, boats, wagons, automobiles, and men—the latter usually conveying the liquor in gunny sacks, two of three dozen bottles to the sack. These activities are, of course, carried on usually under cover of darkness and at points where Government officers are unlikely to be encountered. The persons engaged in the smuggling are almost invariably Mexicans, so then it becomes quite as much an immigration problem as a prohibition problem. The smugglers being aliens and entering clandestinely at points other than those designated by the Secretary violate the immigration law. Immigration officers were more active before their numbers were so greatly decreased in suppressing this form of lawlessness than they have been within more recent months. The work of preventing the clandestine entry of aliens is by reason of the introduction of the liquor-smuggling factor attended by hazards wholly unknown before the enactment of prohibition legislation. Unlike the smuggler of contraband Chinese or contraband narcotics, the smuggler of contraband liquor usually has his own money actually invested in the smuggled merchandise, amounting oftentimes to many thousands of dollars. He will not, without desperate resistance, permit himself to be arrested and his contraband cargo confiscated. He shoots, shoots first, and shoots to kill as soon as he is challenged. Hardly a week passes that there is not a gun fight with liquor smugglers along the border participated in by immigration officers. The casualties so far have been Inspector Hill, United States Public Health Service, killed; Mounted Inspector Dunnaway, thumb shot off; Mounted Watchman Hopkins, killed; Mounted Watchman Childress, killed; Inspector Bernard, killed; Inspector Chaffin, now seriously if not mortally wounded. If immigration officers are to make any pretense of preventing the unlawful entry of aliens into the United States across the Mexican border they must be prepared to encounter "booze" smugglers, and in justice to themselves and for self-protection they should in no case be permitted to work in groups of less than two men each, an arrangement which during the past year has not always been possible, owing to shortages in the force. Sufficient men should be supplied to meet the situation on the Mexican border and to make it possible to establish "controls" at various strategic points where travel from the line must converge.

The new passport regulations requiring $10 for a visé will, without doubt, afford an added incentive to the long list of those heretofore existing for aliens to seek clandestine entry. A $10 visé fee superimposed upon an $8 head tax can not be regarded by the most ardent proponent of restrictive legislation or taxation for revenue as calculated to encourage observance of law, and unless prompt and drastic means are afforded of guarding the border it is a foregone conclusion that illegal entries will continue to multiply.

Running through all of the foregoing quoted reports from various officers in charge is the insistent demand for more and better men with which to effectively enforce the law. Better men can only be had by establishment of a higher scale of pay.

OPERATION OF THE ILLITERACY PROVISIONS OF THE IMMIGRATION ACT.

In last year's annual report, in the chapter devoted to a discussion of immigration to the border, special attention was given to the subject of illiterate aliens. In general, the statements then made apply with equal force to conditions obtaining during the past year in respect of illiterates, therefore the writer will not go over the same ground covered in the preceding report.

It is difficult, if not quite impossible, to ascertain with any degree of definiteness to what extent the illiteracy provisions of the immigration act result in affecting the tide of immigration to the Mexican border and the extent to which it operates in excluding those aliens seeking admission to this country. It may be stated as a general proposition that the knowledge that illiteracy is a cause for exclusion has become quite widely disseminated throughout Mexico and deters many aliens from coming to the border. On the other hand, the knowledge that illiterate aliens may and do enter under the department's exceptions is likewise becoming generally disseminated, with the result that there is, of course, a counter stimulation. It is impossible to balance one factor against the other and deduce a satisfactory conclusion as to the extent to which the illiteracy provisions deter aliens from seeking admission. In this connec-

tion, however, it may be said that out of a test run of 5,000 aliens at Nogales and 5,000 aliens at El Paso it was found that approximately 50 per cent of those admitted under the department's exceptions were illiterate, the other 50 per cent being able to read.

As in the preceding 26 months during which the illiteracy provisions of the immigration act were effective, it has been the practice during the fiscal year just closed, owing to the utter inadequacy of the force to bear all illiteracy cases before boards of special inquiry, to simply inform illiterate applicants of the provisions of the inhibitions of the law applicable to them and permit voluntary withdrawal of their applications. The difficulties attending the maintenance of any systematic and accurate record of applications thus withdrawn have been alluded to elsewhere in this report in a discussion of the cases of aliens whose applications were withdrawn by reason of nonpayment of head tax. Under the caption "Recommendations and suggestions for the betterment of the service" discussion is had of certain needful changes in the regulations designed to relieve the enforcement of the illiteracy provisions of the immigration act of certain unnecessary hardships, the most serious of which has grown out of delays in the disposition of cases appealed under the seventh proviso to section 3 of the immigration act and subdivision 1 of rule 16 of the regulations. In some cases two and three months have elapsed between the date of original application and receipt of the Secretary's decisions, which have generally been favorable to the applicant. Many of these applicants have been domiciled aliens seeking to return to their families, property, and employment in this country. These delays, as indicated, have been due almost entirely to cumbersome procedure, and often the victims thereof, being possessed of barely sufficient funds to pay their transportation home, have suffered keenly, and finally in despair have abandoned their applications and in many instances clandestinely entered the United States.

It is perhaps unnecessary to allude to the fact that extreme caution is necessary in applying the illiteracy test, especially where an alien is accompanied by or is coming to an alleged relative, whose status largely determines that of the applicant. More frequently than not it is impossible to positively and conclusively determine whether the relationship alleged actually exists. Caution is also necessary in applying the test since the statute does not state with what facility the applicant must be able to read, whether fluently or in a hesitating, stumbling manner. No standard being established, officers must exercise their own discretion as to whether the applicant has proved his ability to read. The collateral investigations necessary add immeasurably to the work of administrative officers at the ports.

DISTRIBUTION AND EMPLOYMENT OF LABOR.

The bureau has heretofore called for a discussion in annual reports of the distribution and employment of labor. Since the establishment of the United States Employment Service immigration officers have as a matter of course practically ceased to function in the respects contemplated by the caption to this chapter. There are numerous private employment agencies throughout this district. Any cooperation with these agencies is, for various reasons, impossible. It is not the function of immigration officers to actively participate in the distribution and employment of labor. Many of these labor agencies serve a useful purpose and conduct their affairs with fairness, intelligence, and respect for law; many, on the other hand, are simply clearing houses for smuggled aliens. Where it is possible to prove this and the facts necessary to a successful prosecution, steps are promptly taken so to do.

ANARCHISTS.

Investigations were conducted in 63 cases, in 38 of which warrants of arrest were served, action thereon being as follows: Aliens deported, 5; transferred to other districts for deportation, 2; escaped, 2; died, 1; warrants of arrest unexecuted and canceled, 8 and 19, respectively; and 1 case deferred by the department for three months, the alien involved meanwhile being released on $1,000 bond.

ARRESTS OF DRAFT EVADERS AND DESERTERS.

Since the cessation of active hostilities signalized by the signing of the armistice in November, 1918, necessity for the maintenance of measures with the suppression of all forms of alien enemy activities in view has steadily de-

creased until it now practically ceases to exist. The apprehension of draft evaders and deserters continues, but to a somewhat lessened degree, it is true, to engage the attention of officers of this service. The total of the results of activities of this nature may be summed up in the statement that 874 offenders of the character referred to were arrested during the past year. The draft evaders were turned over to officials of the Department of Justice and the deserters to the military authorities for such action by the departments, respectively, immediately concerned as might be deemed appropriate by them in the premises.

COOPERATION WITH OTHER DEPARTMENTS OF THE GOVERNMENT.

It is utterly impossible within the limitation of a report of this character to go deeply into the myriad details of the activities of immigration officers and employees in cooperating with other departments of the Government, nor does it seem especially necessary so to do in any event, particularly since the bureau's and department's interest in the nature and scope of these activities was directed chiefly to their bearing upon the prosecution of the war. Peace-time cooperation as distinguished from war-time cooperation has characterized the relations of officers of this service with those of other departments of the Government during the past year. Reference has elsewhere been had in this report to the large number of draft evaders apprehended and delivered to officers of the Department of Justice, and deserters apprehended and delivered to the military authorities. Immigration officers have upon their own initiative and otherwise actively engaged in the detection and prevention of forms of lawlessness and the prosecution of offenders too numerous to mention.

CHINESE INVESTIGATIONS.

Applications covering Chinese return certificates were considered in 10 instances—merchants, 8, and natives, 2—all of which were granted.

INVESTIGATIONS.

Investigations were conducted in 265 cases involving applicants for admission; after temporary admission, 20; after admission on bond, 19; in warrant cases, 930; in naturalization matters, 162; in miscellaneous matters, 471; and 4,096 investigations in the cases of aliens who were permitted to return voluntarily to Mexico. In addition, there were 16 investigations in warrant cases and 59 in miscellaneous matters covering alien enemies.

There were also 116 Chinese applicants for admission, investigations in whose cases were conducted. Preinvestigations of status were obtained in 7 instances in district No 23 and 301 in other districts, 98 of which covered exempts, 151 natives, and 52 laborers; in addition to 2 after temporary admission; 33 in warrant cases; 6 to determine lawful residence; 30 to determine genuineness of certificates of residence and identity, resulting in the cancellation of such certificates and 6 to determine whether duplicate certificates of residence or identity should be issued. Investigations were had in 80 miscellaneous matters.

The grand total of investigations of all classes aggregated 6,619.

SOCIETIES FOR THE BENEFIT OF ALIENS.

Social work for the benefit of aliens in this district is carried on mainly in the western half of the district or in communities located west of and including El Paso. Very little in the way of welfare work of the character referred to is, with the possible exception of San Antonio, observed in the eastern half of the district. Generally speaking, organizations maintained by contributions from local sources and known as Associated Charities include the welfare of aliens as well as that of citizens within the scope of their activities. The volume of work performed by these associations, depending as they do upon voluntary subscriptions from philanthropically disposed persons, is in direct proportion to the population served, and as is natural in a sparsely settled country such as the Southwest the extent of the work done does not compare with that of similar societies operating within large centers of population, and particularly at the large seaports.

SETTLEMENTS OF ALIENS.

In last year's annual report for this district, under the heading "Smuggling operations in general and settlements of aliens," considerable space was devoted to a discussion of the subject of Japanese colonies or settlements in southern California. The situation therein portrayed, so far as Japanese settlements are concerned, has not undergone any material change, except that a growing tendency then noted upon the part of contraband Japanese to drift to certain small and somewhat isolated communities has been discouraged in the past year by reason of an intensive campaign of investigation which resulted in the arrest of a number of aliens of this race who had effected clandestine entry and the prosecution of certain ringleaders in the contraband traffic. Of course, it will be readily appreciated that owing to the proximity of this district to Mexico, the fact that it is carved out of territory originally settled by Mexicans, whose descendants continue to occupy the land, many communities of the Southwest are made up largely of American-born citizens of Mexican ancestry. It is but natural that these communities should draw unto themselves from the neighboring Republic aliens in whose veins the same blood flows and who are possessed of the same ideals and aspirations, aliens speaking the same language, having the same customs, and professing the same religion. Settlements of Mexicans throughout this district, therefore, are the rule rather than the exception. In what is known as the lower Rio Grande Valley there are scattered small settlements of Japanese and Syrians, the former engaged in truck gardening, the latter mainly as small merchants or peddlers.

Due to climatic and living conditions in southern California, that section is well represented by practically every nation in the world, the Japanese and Mexican races, however, predominating among the foreign born.

In the past year an extensive survey has been made by the State board of control concerning the oriental population of California. In a report recently submitted to the governor it was pointed out that the oriental population of California, exclusive of contrabands, was 120,550, of which the Japanese comprise 87,279, the balance being Chinese. The State board of control further reports that from July 1, 1911, to February 29, 1920, 5,749 picture brides arrived in this country from Japan and that during the same period the minor Japanese population increased 252 per cent. It further shows that 1 of every 13 children born in California during the year 1919 was of the Japanese race. At least two-thirds of this Japanese population is located within the southern California jurisdiction, the major portion being located in the vicinity of Los Angeles and the balance in various valleys of agricultural importance in southern California. The report further shows that in the San Joaquin Valley they own or control 17,796 acres and in the balance of southern California 44,527 acres. These people practically control agricultural conditions in California, fixing both the output and market prices. It is further pointed out that there are 4,671 Japanese fishermen on the California coast, owning 355 fishing boats; they comprising 28 per cent of the entire number engaged in that occupation. Comment is made in that report on the 180-mile stretch along the boundary between California and Mexico and the ease with which contraband Japanese can cross the line from Mexico due to the "entirely inadequate Federal patrol."

The Mexican population of southern California is estimated at 150,000, and many of these people are migratory, particularly those whose work is of a seasonal character. Of course, there are scattered throughout the Mexican border district many Mexican refugees forced out of their own country by the revolution. These can not, however, be said to have formed into distinct colonies.

There is a large colony of Russians living in Los Angeles, practically all in one section of the city, where they keep to themselves, maintaining Russian customs and manners. This is one of the most difficult classes of foreigners the authorities are called upon to deal with, it being extremely difficult to compel them to live in accordance with American customs and standards.

The San Joaquin Valley has a large colony of Armenians, mostly engaged in farming pursuits, although they are also represented in other classes of work and even in the professsions.

The Chinese population of the district has not during the past year undergone any marked change. Losses due to the return of aliens of this race to the land of their nativity are apparently made up by the steady additions resulting from the importation of minor sons of members of the exempt class.

WORK OF THE MEDICAL OFFICERS.

The past year has witnessed a continuance of that cordiality and spirit of helpfulness which has in the past, with exceptions of minor importance, characterized the attitude of medical officers assigned to the mental and physical examination of arriving immigrants. The past year, as was true of the year preceding, has again demonstrated the numerical inadequacy of the medical staff and of the facilities afforded it to insure entirely satisfactory results. The latter condition would, of course, be remedied by the construction of proper immigration stations, the imperative need of which is discussed at greater length elsewhere in this report.

STATIONS AND EQUIPMENT.

The writer has heretofore, by means of special communications, presented for consideration detailed plans and specifications of proposed stations where most needed along the border to meet the peculiar needs of the service in this district, and year after year has in annual reports urged the imperative need of such stations, as well as the economies in time, labor, and greater efficiency of administration which their construction would render possible, together with the financial saving which Government ownership and control, as compared with private ownership, would effect. Until the Government constructs its own stations, arranged to meet the peculiar needs growing out of Mexican border conditions, the service has no alternative to the use of incommodious, insanitary, and improperly arranged buildings excepting that offered by the payment of exorbitant rentals. As has been previously explained, no one will risk investing money in structures built to specification for the use of this service on a rental basis without assurance of an income wholly disproportionate to the investment and a contract covering occupancy for a term of years wholly impossible. Our present buildings are, generally speaking, so poorly arranged and otherwise inadequate as to give rise to annoyances almost too numerous to mention. Proper segregation of arriving and departing aliens and citizens is impossible. Vexatious confusion and delays are the rule. Examinations of various kinds are conducted necessarily without that proper regard for the feelings of the sensitive which is desirable. Privacy is extremely difficult of observance. Makeshifts are resorted to wholly out of keeping with the dignity and decorum which should be observed in connection with work performed by Government officials in Government buildings. At most stations detention quarters are entirely lacking, necessitating the use of jails for the temporary detention of aliens held in deportation proceedings or as witnesses; and where there are any detention facilities, they are, generally speaking, of the poorest.

This district is fairly well supplied with office equipment. Its most urgent needs are automobiles to replace those worn out in service at Brownsville, San Antonio, Eagle Pass, Del Rio, El Paso, Douglas, Naco, Nogales, Tucson, Phoenix, Ajo, Calexico, Tia Juana, San Diego, and Los Angeles. With two possible exceptions, the machines at present in use at all of the stations named are in such shape that no money should be wasted upon their repair, since such expenditures would at best prove but temporary makeshifts. New machines are indispensable to anything like a proper control of the smuggling problem on the border.

Immigration stations should be provided at the following points: Laredo, Eagle Pass, Brownsville, Del Rio, El Paso, Douglas, Naco, Nogales, Calexico, and Tia Juana.

RECOMMENDATIONS AND SUGGESTIONS FOR THE BETTERMENT OF THE SERVICE AND FOR REMEDIAL LEGISLATION.

Without doubt there are many improvements in the details of administration which can and will be worked out as time and experience demonstrate the need and practicability thereof. Many laws have been added to the statute books in recent years dealing with aliens, and regulations have been promulgated thereunder which have of necessity been more or less hastily prepared. The writer can not but feel that the greatest need is now not more or different law, but a more thorough, systematic, and intelligent enforcement of the legislation already enacted. Much dissatisfaction, as may be expected, is manifested

throughout the territory contiguous to the border with the illiteracy-test provisions of the immigration act and regulations. It is claimed, and truthfully so, that it keeps out of the Southwest much-needed labor—labor that has formerly been obtained from Mexico, the logical and only remaining source of supply heretofore available to this section of the country. Sectional sentiment, it is appreciated, can not and should not prevail against the sentiments and will of the Nation as a whole, but it is believed that the enforcement of the illiteracy provisions of the immigration act is susceptible of modification through regulations not inconsistent therewith which would deprive it of some of its more irritating consequences. Aliens in transit through the United States are exempted from the operation of the illiteracy test, but the method provided by rule 9 to insure the departure of such aliens imposes an undue financial strain upon aliens residing along the border, since they frequently appear singly, and seldom in groups of more than two or three persons. The expenses of an immigration officer to accompany individuals or small groups are inevitably excessive as compared with those which result when large groups are assembled. In the nature of things individuals can not be held awaiting the formation of large groups. It is believed that if inspectors in charge at the various border ports were permitted a greater latitude of discretion than is now possible under the rule they might be safely relied upon to determine the necessity or advisability of requiring that such individuals or small groups be accompanied by immigration officers to insure departure. Cases frequently arise along the border where aliens, often of considerable financial responsibility, desire to make short visits to towns in the United States on or adjacent to the border on banking or other important business, or perhaps the illiterates, while not so favorably circumstanced from a financial standpoint, are known to be entirely responsible and upon errands wholly legitimate and deserving of exceptional consideration. Since such aliens do not fall within the class known as transits, and, being residents of foreign territory, have been by ruling of the bureau held inadmissible, it is necessary, if any exception is to be made in their cases, to present the facts and circumstances to the department for special consideration under the ninth proviso to section 3 of the immigration act. This results in vexatious delays.

Subdivisions (d) and (f) of rule 4 of the immigration regulations provide, respectively, conditions of lawful admission and residence under which domiciled aliens may, upon returning to the United States, be exempted from the illiteracy test or from the operation thereof. In each case prior lawful admission is a requisite. It so happens that many illiterate aliens, resident of this section of the country, set up but do not prove claims to lawful admission. Admission in many cases is claimed to have occurred years ago before any immigration records were systematically maintained, and consequently it is, with few exceptions, impossible for them to establish lawful admission. These aliens must be held for action by a board of special inquiry, and in the absence of authority to apply a rule of presumption in their favor they are excluded and their cases go up to the department on appeal. Usually, where long-established residence is satisfactorily shown, the other requirements of the rule referred to are met, and it is satisfactorily shown by corroborative evidence that they have an unrelinquished residence in the United States of more than seven years' duration, they are admitted under the terms of the seventh proviso to section 3 of the immigration act. To meet a somewhat analogous situation with respect to exemptions from the payment of head tax the department long since fixed July 1, 1908, as the date beyond which the absence of a record of admission would not be regarded necessarily as evidence that the alien had not been lawfully admitted if it were shown by satisfactory evidence that he entered the country prior to that date and thereafter maintained his domicile in this country. In other words, such a showing under the department's ruling raises a presumption of lawful admission. The adoption of a similar rule with reference to illiterates has been repeatedly recommended, and if such recommendations were favorably acted upon it would result in an enormous saving of the time of the bureau and department as well as of administrative officers in the field.

It would appear that the present deportation (expulsion) procedure is somewhat more cumbersome and expensive than is necessary, owing largely to the exercise by the department of original jurisdiction in such cases, whereas its jurisdiction should properly be appellate only.

When an alien applies for admission his case is decided in the first instance by local immigration officers and is reviewed by the department only on appeal.

No especial reason, except, perhaps, that a domiciled alien in the very nature of things is and should be vested with greater rights than one seeking admission, is seen for the radical difference in procedure, and the question arises, naturally, could not an analogous and parallel procedure be profitably adopted in warrant cases without impairing the alien's right to a fair hearing and an impartial decision while maintaining at the same time the rights and interests of the Government? Under such modified procedure warrant proceedings could be instituted, it is suggested, upon the warrant of the officer in charge of the district, as the supervising inspector in district No. 23, upon application made as at present, the hearing also to be conducted substantially as at present, the record to be forwarded to the district head, the decision of such officer to be final unless the record discloses that the person made the subject of the proceedings in case of an adverse decision elected to appeal to the Secretary. This modified form of procedure, providing as it would for a fair hearing, a decision on the merits by an impartial officer, and the right of appeal, would not, it is apprehended, be subject to legal objection, though some slight amendment of the act would doubtless be necessary to authorize it. If it be said that warrants of arrest should not be issued upon an authority less than that exercised by the Secretary, it is necessary only to consider that telegraphic warrants are regularly issued, nominally by the Secretary, but in fact pursuant to the discretion lodged in the inspector making the application. The fact also that the findings of the district head under the present procedure are, perhaps, with rare exceptions, followed by the department, demonstrates that such officer is, of course, fully competent to pass upon the merits of the case and to render impartial decision in the original instance; if, in addition, provision be made for appeal direct to the Secretary in case of a decision adverse to the alien, it would appear that his rights would certainly not be prejudiced.

To sum up and state the matter briefly and somewhat figuratively, it would appear that the channel for the accommodation of the very considerable volume of warrant proceedings is unnecessarily long, and that the one outlet for discharging this volume (the bureau, or the department) is not adequate, in view of the average period of detention under the present procedure, to accommodate readily and without incidental delays the volume of transactions. Would not the shortening of the channel, and the providing of lateral or diverting outlets, so to speak, serving in practice perhaps the major part of the volume, better accommodate the whole? In other words, would not the vesting in district heads, at least, of the same discretion with respect to the deportation of aliens as is lodged in port-of-entry officers respecting the exclusion of alien applicants for admission better serve the situation and result in an increased capacity of the service as a whole?

Additional legislation providing for the punishment of aliens returning to the United States after having been debarred or deported under the provisions of the immigration law is believed highly desirable. Particularly should such legislation be enacted covering the return to the United States of aliens of the criminal and diseased classes, as has been done in the cases of those of the sexually immoral and anarchistic classes.

In conclusion, the writer, by way of emphasis, wishes in effect to repeat what has been elsewhere stated in this report, namely, that the most immediate and pressing needs are:

1. An increase of the force along the Mexican border sufficient to make it possible to enforce the statutes now on the books. In other words, to enable the executive branch to catch up with the legislative. It is fit and proper that new laws should be enacted as experience demonstrates the necessity therefor, but it is wholly futile, to pass these laws without making proper provision for their enforcement. All laws should be enforced if law is to be held in respect. Any other course brings it into disrepute. If experience shows that the laws are unwise, they should be amended or repealed.
2. Proper enforcement depends as much upon the quality of officers as upon the quantity supplied; therefore, it is not only necessary that sufficient officers be supplied but that the right kind should be forthcoming. The right kind can be had if the pay offered is sufficiently attractive. The right kind of men and sufficient money are the things most urgently needed. Without these, it is of little avail to discuss changes in laws, regulations, or procedure.

PERSONNEL.

As stated in the last annual report, the personnel of this district consisted of 255 employees at the end of the fiscal year. It was then estimated that 38 additional officers and employees would be needed to bring the organization up as a whole to a fairly reasonable degree of efficiency.

On August 18, 1919, 32 mounted watchmen and 20 inspectors were furloughed for the balance of the fiscal year, with the understanding that they might, however, be restored to duty in the order of their seniority as vacancies occurred; pursuant to which plan, the close of the fiscal year covered by this report found all such employees (with the exception of one inspector) willing to accept assignments offered restored to active duty and pay. During the year one junior clerkship and one junior watchmanship were abolished, which, together with the furloughs referred to, resulted in a gross reduction of the personnel of 54 officers and employees. Since restoration to duty of the furloughed officers and employees occurred only as vacancies thereafter arose, no gain in the personnel resulted from such restorations. The department, however, later authorized the addition of 5 immigrant inspectors, 8 mounted watchmen, and 1 clerk. The opening of the San Diego and Arizona Railroad in southern California, necessitating train inspection at the several points on the border crossed by said road, resulted in authority for the employment of three inspectors to take care of the additional work. Forty officers and employees, therefore, constitute the net loss in personnel for the year just ended. Notwithstanding this serious handicap, coupled with the additional burdens and responsibilities imposed by the administration of the passport law and regulations, for which work the help previously supplied was withdrawn at the close of June 30, 1919—no assistance being thereafter afforded to take care of passport work—the results attained may fairly be regarded as remarkable. For this state of affairs, tribute as usual is due and is herewith accorded to the almost Herculean efforts exerted by the remaining employees to meet the added demands upon their time and vitality. The writer would be remiss, however, in his duty to these willing workers and to his own obligations as a Government official were he to permit the department or the bureau to gain the impression that work of vital importance was not perforce neglected or that such extraordinary drafts as were made upon the endurance of the men can much longer continue to be made without disastrous consequences. The men have been driven to the limit of their endurance. In the parlance of the street, we have "gotten by" with the driving process so far, not, however, without leaving undone myriad vitally important tasks. Year after year the writer has vainly stressed the imperative need of adequate compensation for the employees in this district. Each year has witnessed the resignation of splendid men (60 during the past year). The story is the same in practically every instance: "Uncle Sam is a kindly, well-intentioned but short-sighted, parsimonious employer; he does not give me a living wage. I owe it to myself and family to market my time and energy elsewhere." "I have reached this conclusion with sincerest regret, for I am deeply interested in and love the work and would prefer to stay, but Uncle Sam makes it impossible for me to serve him."

The good men—tried, true, and experienced, upon whom the Government has literally spent thousands of dollars in training, and upon whom it mainly relies—sooner or later quit in despair of any material improvement in conditions; they carry their wares to another market. Experience as an immigrant inspector is in the main valuable to no one but Uncle Sam, but the man possesses qualities the high order of which has been recognized by some outsider, some business man with whom the Government official has in the course of his duties been brought into contact. The outsider needs this particular kind of man in his business. He is willing to take the servant of Uncle Sam and train and develop him into a useful member of commercial or industrial life, as the case may be, and pay him more while so doing than his erstwhile employer. As an inevitable consequence, it is growing increasingly difficult to persuade good men to enter the service, or having entered, to retain them. The standard of personal efficiency is steadily deteriorating. Add to this the elements of overworked minds and bodies, the realization that the laws are being openly, impudently, and brazenly violated, and with impunity, simply because there are not enough men to handle the work and handle it as it should be, and we have present all factors needed to insure apathy and ultimate demoralization. As shown elsewhere in this report, the service on this border is even now self-supporting, and this notwithstanding thousands of taxable aliens unquestionably

evade payment by simply passing around the ports where officers are stationed and entering at unguarded points. A proper augmentation of the force would, without mentioning the other innumerable benefits, compel these aliens to enter at the regularly designated ports and put an end to this constant loss of revenue—a loss which if prevented would more than pay for the additional expense involved.

That simple, economic propositions so palpable and obvious should go unrecognized, or at least unheeded, year after year, are some of the governmental anomalies which the writer devoutly hopes he may live long enough to see corrected.

PASSPORT-PERMIT WORK.

A total of 74,371 applications for travel permits covering aliens was handled during the fiscal year ended June 30, 1920, action thereon being as follows:

Permits to depart from the country through ports in this district issued by the State Department numbered 113 granted and 53 denied. In addition, 269 permits for the same purpose were issued by permit agents.

Border permits, for limited travel on both sides of the boundary line, were granted to 13,382 alien residents of the United States and to 14,629 aliens resident in Mexico. Such permits were refused to 265 of the former class and to 131 of the latter, while 328 permits held by American residents and 511 by Mexican residents were canceled.

There were examined under the passport regulations 22,734 aliens entering from Mexico who did not hold border permits or their equivalent.

Aliens numbering 6 departed, their applications for permits having been filed before officers of other Government services acting as passport agents in this district, and 57 departed on permits issued in other immigration districts.

A total of 17,893 transient aliens entered for departure at ports in this district, and 972 for departure at ports in other districts; 2,186 departed who had entered at Mexican border ports, and 1,690 departed after entry at other ports.

With reference to the passport regulations as applied to United States citizens, 37,228 citizens resident in the United States were granted identity cards for border travel, 152 were denied, and 465 such cards were canceled after issue. Similar identity cards were issued to 552 American citizens residing in Mexico, 6 applications for such cards were denied, and 11 cards canceled.

Of citizens who held United States passports or their equivalent 7,802 entered and 7,247 departed.

Tourist border passes—195,599 one-day and 223,136 ten-day—were issued to American citizens.

The grand total of citizens and aliens handled under the travel regulations was, therefore, 546,093.

Ninety-one persons were arrested during the fiscal year 1920 for violations of the passport regulations, and 65 cases remained pending from the previous year. Convictions were secured in 73 instances; 21 aliens are awaiting trial; 7 are fugitives from justice; and 6 forfeited appearance bonds aggregating $2,450. There was 1 acquittal, in addition to 12 cases not presented to the grand jury; 17 in which the grand jury failed to indict; and 19 in which the indictments were dismissed.

Inasmuch as no funds have been available to this service for the enforcement in this district of the passport law, proclamation, and regulations since the close of June 30, 1919, it has been necessary to impose vastly greater burdens upon immigration officers the numerical strength of which at all times inadequate to satisfactorily handle immigration work was again depleted on August 18 last by reductions in the personnel. The two factors, a depleted force and the absence of any allotment to handle passport work, have contributed to the creation of an almost intolerable situation during the past year on the border. In the nature of things, officers of this service have been precluded from incurring any expense or liabilities in connection with the enforcement of the passport regulations. The arrest, detention, and prosecution by immigration officers of persons guilty of criminal violations, requiring the expenditure of any funds, have been impossible, and acting upon the instructions from the State Department resort has been had to the assistance of Department of Justice officials in such matters, who it seems have funds available to handle this phase of the work; therefore the prosecutions instituted during the past year by immigration officers have been those only in which no expenses were necessary. It is presumed as a matter of course that

Department of Justice officials have kept the department advised as to the nature and scope of their activities in connection with the criminal work.

In conclusion, it is appropriate to state that the condensed report presented herewith of passport transactions is at best but partially indicative of the tremendous volume of work performed. Many thousands of aliens have entered or departed, not embraced by the report referred to, whose cases it was found in the nature of things impossible to record, including among others those traveling in either direction on passports. At one station on the border in particular it was not possible, owing to the inadequacy of the force, to even prepare and issue border permits of any character. The recorded results, upon their face indicative of a lesser volume of transactions than those reported last year, do not for the reasons above explained accurately reflect the work performed nor the attention given to infinite details of administration; they do, it is believed, nevertheless, possess a significance in certain respects, and particularly in view of the cessation of active hostilities, which will not escape consideration by the department. In other words, the so-called tourist—thirsty tourist, to be more specific—has laid siege to the border, an army of approximately some 400,000 strong.

REPORT

OF THE

CHIEF OF THE CHILDREN'S BUREAU

EIGHTH ANNUAL REPORT

OF THE

CHIEF, CHILDREN'S BUREAU.

UNITED STATES DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, September 15, 1920.

SIR: I have the honor to transmit herewith the eighth annual report of the Children's Bureau for the fiscal year July 1, 1919, to June 30, 1920.

THE YEAR'S WORK.

GENERAL SUMMARY.

The mandatory duties of the Children's Bureau as set forth by Congress in the organic act were to "investigate and report * * * upon all matters pertaining to the welfare of children and to child life among all classes of our people." The bureau was specifically charged "to investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents, and diseases of children, employment, [and] legislation affecting children in the several States and Territories."

The $25,640 appropriation for the first year's work could not be stretched very far over the field indicated. A beginning was made, however, and increased funds were given from time to time until in 1919 a total appropriation of $268,160 was received. The President, responding to the need for a more comprehensive program for child welfare—a necessity then already proved by European war experience—allotted from his special war fund the sum of $250,000, making the total money available for that fiscal year $518,160. As a result a vigorous nation-wide campaign was carried forward for the protection of children and child life, in which all the States in the Union but one and one of our remote Territories cooperated. For the fiscal year covered by this report Congress appropriated $280,040, and much of the work under way was either curtailed or abandoned.

Chief among these activities was the work of State cooperation—the Follow-up of Children's Year. The women who as volunteer child-welfare chairmen carried on the Children's Year Campaign had voted to maintain an organization cooperating with the bureau and looking to it for leadership. These women represent 38 States, the District of Columbia, and Hawaii. With even a slightly increased appropriation it would have been possible through the county organizations effected by the State chairmen to enlist a large pro-

portion of the people of this country in a united effort for child welfare. A program for follow-up work based upon the standards of the 1919 child-welfare conferences was formulated by the bureau. But with the reduced staff the cooperation and guidance which made Children's Year a success could not be given on a program that urged the following:

1. Better birth registration.
2. Establishment of health stations.
3. Protection of health and development of school children by weighing and measuring tests, open-air classes, nutritional clinics, and other measures.
4. Protection of children from illiteracy and premature work by Back-to-School and Stay-in-School Campaigns.
5. Public provision for wholesome play and recreation, under trained leadership, and supervision of commercial amusements.
6. Continued study by each community of local needs and local resources, as related to the care of handicapped children, and the endeavor to bring the care of these children in line with the standards which have been found practicable in this field.
7. Study of present laws and local needs in order to effect necessary revision of existing laws and to further new legislation for the care and protection of children.
8. Study of the standards adopted by the 1919 child-welfare conferences.

Constructive work was attempted on the Back-to-School and Stay-in-School Campaign. This was aimed to encourage children to remain in school and to stimulate their parents to renewed effort to keep their children from the ranks of the premature laborers who in later years, if they do not become public charges, at least rarely develop into citizens able to give valuable service to their country.

The acute paper shortage made it necessary to limit the amount of printed matter planned for this campaign. While the editions were issued by thousands, requests for them ran far into the millions. Certain communities have asked permission to reprint the leaflets at their own expense.

To carry on the work outlined in this report including the studies in Porto Rico and the other island possessions, the bureau is asking for the fiscal year beginning July 1, 1921, a total appropriation of $654,260 or about $0.006 per capita.

During the year the bureau has received and has given due attention to a total of 72,453 letters. Sixteen new publications were issued during this period, and the entire number of publications distributed was 3,264,750. Of this number 2,347,931 were dodgers, and the balance reports, bulletins, and leaflets.

During the year the following have been issued:

Child-Welfare Programs: Study Outlines for use of Clubs and Classes, by Mrs. Max West and Nettie McGill.
Child-Welfare Special, The: A Suggested Method of Reaching Rural Communities, by Dr. Frances Sage Bradley.
Children's Year: A Brief Summary of Work Done and Suggestions for Follow-up Work.
Courts in the United States Hearing Children's Cases, by Evelina Belden.
Every Child in School.
Illegitimacy Laws in the United States and Certain Foreign Countries, by Ernst Freund.
Illegitimacy Laws of the United States: Analysis and Index, by Ernst Freund.
Illegitimacy as a Child-Welfare Problem: Part I, by Emma O. Lundberg and Katharine F. Lenroot.
Industrial Instability of Child Workers: A Study of Employment-Certificate Records in Connecticut, by Robert M. Woodbury, Ph. D.

Laws Relating to Mothers' Pensions in the United States, Canada, Denmark, and New Zealand, by Laura A. Thompson.
List of Publications of the Children's Bureau. (Dec. 15, 1919.)
List of Publications of the Children's Bureau (revised to June 15, 1920).
Minimum Standards for Child Welfare Adopted by the Washington and Regional Conferences on Child Welfare, 1919.
Seventh Annual Report.
Social and Environmental Factors in the Moral Delinquency of Girls Committed to the Kansas State Industrial Farm (published in an issue of the Public Health Report as a Portion of the "Psychiatric Study of Delinquents" in which the Bureau cooperated with the Public Health Service), by Alice M. Hill.
State Commissions for the Study and Revision of Child-Welfare Laws, by Emma O. Lundberg and Ruth H. Olmsted.
Stay in School Ruler: A rule for school.
Summary of Juvenile-Court Legislation in the United States, A, by S. P. Breckinridge and Helen R. Jeter.
What Do Growing Children Need? Dodger No. 10.

The following publications are in press:

Administration of Aid-to-Mothers Law in Illinois, by S. P. Breckinridge and Edith Abbott.
Administration of Child-Labor Laws, Pt. 4: The Employment Certificate System in Wisconsin, by Ethel E. Hanks.
Administration of the First Federal Child-Labor Law.
Child Care: Part I. (Revised.)
Children Deprived of Parental Care, by Ethel M. Springer.
Illegitimacy as a Child-Welfare Problem, Pt. II: A Study of Original Records in the City of Boston and the State of Massachusetts, by Emma O. Lundberg and Katharine Lenroot.
Infant Mortality: Results of a Field Study in Akron, Ohio, by Theresa S. Haley.
Infant Mortality: Results of a Field Study in New Bedford, Mass., by Jessamine S. Whitney.
Infant-Welfare Work in Europe: An account of the present status in Great Britain, Austria, Belgium, France, Germany, and Italy, by Nettie McGill.
Standards of Legal Protection for Children Born Out of Wedlock: A Report of Regional Conferences held under the auspices of the U. S. Children's Bureau and the Inter-city Conference on Illegitimacy.

The following reports are in preparation:

Administration of Child Labor Laws: Summary Report.
Analysis of Schedule Studies of the Care of Children Born Out of Wedlock (Philadelphia, Boston, Milwaukee, New York City, New York Rural).
Child Care: Part II.
Child Labor Legislation in the United States. (Revision.)
Child Labor and the Work of Mothers in the Shrimp-Canning Industries on the Gulf Coast.
Industrial Homework Among Children in Rhode Island.
Infant Care. (Revision.)
Infant Mortality: Australia.
Infant Mortality: Results of a Field Study in Baltimore, Md.
Infant Mortality: Results of a Field Study in Gary, Ind.
Infant Mortality: New Zealand.
Infant Mortality: Summary Report.
Kentucky Nutritional Survey.
Juvenile Courts: Bibliography.
Maternity and Child Care in Selected Rural Areas of Georgia.
Maternity and Child Care in Selected Rural Areas of Mississippi.
Methods of Infant-Welfare Work.
Employment of Young Persons in Michigan Metal Trades.
Office Administration for Child-Health Organizations Supervising Children of Preschool Age.
Probation in Children's Courts.
The Preadolescent Girl.

Regulation of Street Work for Children in the United States, The.
Report of Committee on Physical Standards for Children Entering Employment.
Report on the Study of the Preschool Child, Gary, Indiana.
Save the Youngest. (Revision.)
The States and Child Labor. (Revision.)
A Study of Children Between the Ages of 14 and 16 in Certain Southern States.
A Study of the Children of Certain Working Mothers in Chicago in 1918–19.
A Study of Industrial Accidents to Children.
A Study of Industrial Conditions Affecting Children in a Mining Community, Pennsylvania.
A Study of Juvenile Offenses Against Federal Laws.
The Working Children of Boston.

THE PROTECTION OF MATERNITY AND INFANCY.

In the last three reports of the bureau considerable space was given to a discussion of the need for protection of maternity and infancy. More recent figures show even more clearly the imperative need of facing our responsibility in this matter. Maternal deaths from causes incident to child bearing in the United States increased from 16,000 in 1916 to 23,000 in 1918. While influenza is responsible for a large number of the deaths in 1918, we have no reason to believe that we have been making appreciable progress in reducing our maternal death rate. The chart on page 9 shows that none of the principal countries of the world permitted so great a waste of mothers as the United States.

The comparison of infant death rates as shown in the chart on page 730 reveals a similar condition. With the exception of the war-torn countries of continental Europe, only Chile, Japan, and Spain show higher infant death rates than our own country.

The bureau has completed its first study of infant mortality in a great city. Its previous investigations in smaller cities and rural districts have indicated the causes and accompanying conditions of mortality, but the findings in Baltimore are based on so large a mass of data as to carry greater authority.

To the individual the chances of life and death are fortuitous. In the great mass chance is eliminated, and the law of averages is inexorable.

From the findings in Baltimore certain facts stand forth to which we as a Nation can no longer close our eyes. Without qualification—regardless of color, race, or nationality—the infant death rate varies inversely with the father's income. When the father's income represented the ability to insure care and comfort ($1,850 a year or more) the infant death rate was one-fourth as high as when the father's earnings fell into the lowest wage group.

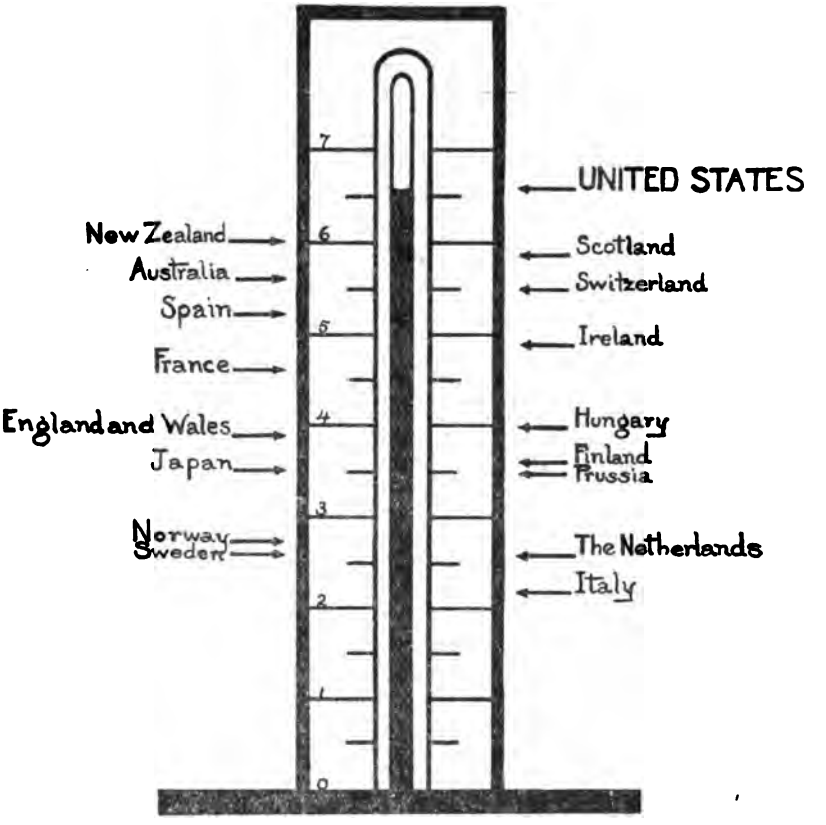
The number of children born dead or who die from the circumstances of birth is almost as great as the total number who die otherwise during the first difficult year of existence. To instruct mothers before childbirth and to insure proper care at that time would eliminate most of this toll of death.

A measure providing Federal aid for the protection of maternity and infancy was introduced in Congress in October, 1919, and was favorably reported by the Senate Committee on Public Health and National Quarantine.

MATERNAL MORTALITY RATES

per 1000 births

Latest available figures up to 1917

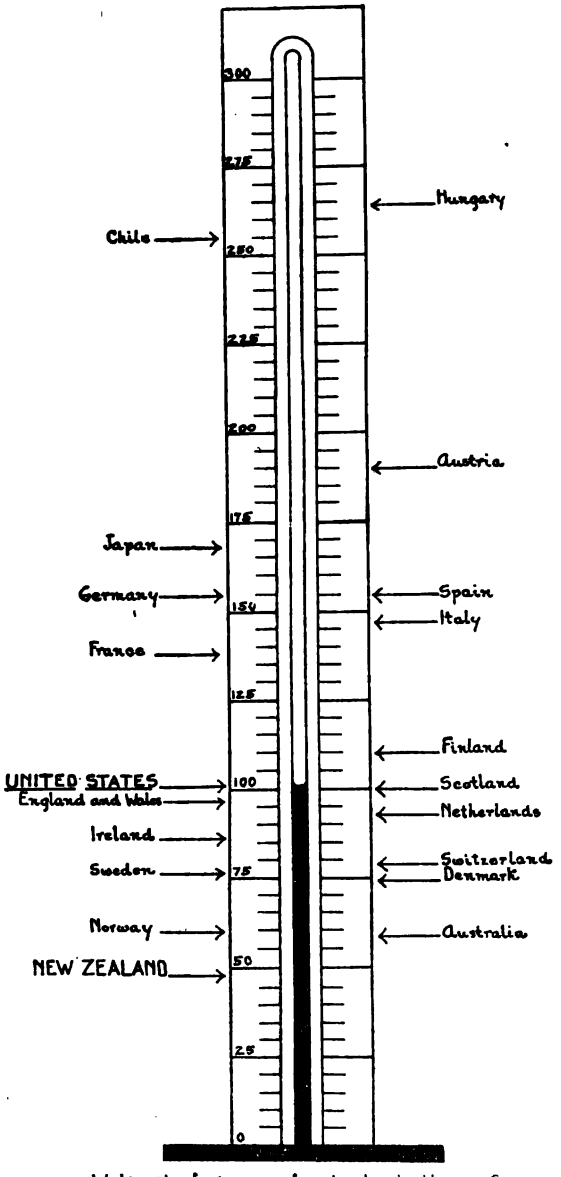


The United States lost over 23,000 women in 1918 from childbirth. We have a higher maternal death rate than any other of the principal countries.

CHILDREN'S BUREAU, U.S. DEPARTMENT OF LABOR.

INFANT MORTALITY THERMOMETER

DEATHS UNDER 1 YEAR OF AGE PER 1,000 BIRTHS



Within the first year after birth, the United States loses 1 in 10 of all babies born. It ranks eleventh among the principal countries of the world. New Zealand loses fewer babies than any other country.

Rates are for latest available years up to 1918.

CHILDREN'S BUREAU, U.S. DEPARTMENT OF LABOR.

CHILD-HYGIENE DIVISIONS.

Before the Children's Year Campaign, launched by the bureau, only 8 States had established child-hygiene or child-welfare divisions. It is significant that now 35 States, by legislative enactment, have given this kind of protection to their children. All but 13 States have now fallen into line.

One of the bureau's most important functions in the field of child health is the service it can render in an advisory capacity to these newly created divisions. At their request brief visits have been made to several of these divisions by the bureau's director of child hygiene to assist in organizing their activities. More detailed assistance in developing plans has been frequently requested, but it has been impossible to respond to many of these calls. It is hoped, however, that with an increased staff such assistance may be made available to all who desire it.

The most common problems of the State division are those of organization, administration, and development of satisfactory State-wide programs. The close contact which prevails between the bureau and the older child-hygiene divisions puts it in a particularly favorable position to pass on to the new divisions the experience of those which have been longer in existence. To this end a news-letter, essentially a record of the work of the various State divisions, is being sent to directors of child-hygiene divisions. The first issue appeared in January, 1920, and met with generous response. The bureau receives and compiles reports from these State directors, and the findings, by means of the news-letter, reach all the State child-hygiene divisions. Thus the activities of one State stimulate every other State to more earnest effort.

The State which receives a budget of $0.048 per capita for one year's work naturally sets a standard of possible activity which a State receiving only $0.002 per capita can not hope to emulate. Certain divisions with meager appropriations, however, have made signal contributions to child health.

After the work of one State child-conservation division had been under way for about a year, during which time many urban and rural infant-welfare clinics had been established, the State legislature failed to make appropriation. So great, however, was the demand for the clinics that they were reorganized under the joint supervision of the State public-health association and the pediatric society, while maternal-welfare clinics were created and placed under the supervision of the State public-health association and the State obstetrical and gynecological society. Through this method of cooperation the child-welfare work of the State was not allowed to lapse, even though public funds for its maintenance were lacking, but has made steady progress. Here, as in other States, the Children's Bureau minimum standards for child welfare have been indorsed and adopted.

A large part of the field of child hygiene is covered by private organizations. Some of these are conducting their work in an effective manner, but a very large number are laboriously pathfinding in fields where the pathfinding has already been done, and a vast amount of effort and money is being wasted through poorly organized work.

What the bureau has done for State divisions it can also do for the private organizations. Visiting nurses' associations, for example, have been given advice and assistance on office administration and record planning, so far as their undertakings touch the problems of child welfare. In assisting these organizations the bureau has demonstrated the pressing need of introducing efficient office administration among those responsible for the conduct of children's agencies. A careful study has been made of the records and methods in use in 200 nursing agencies, supplemented by intensive field work in a number of cities covering the various types of organizations. As a result of this study a series of bulletins is now being prepared on the subject of office administration, case record systems, annual reports, and publicity. These bulletins will present the practices of scientific office management and commercial procedure adaptable to children's health agencies in order to bring about a higher standard of service with a minimum of effort and expense. Through this cooperation the standards of the private organizations can be raised, and the money now contributed indirectly by the public can be put to much more effective use.

CHILD-WELFARE SPECIAL.

Early in July, 1919, the bureau sent forth the Child-Welfare Special to carry the gospel of child hygiene to the remote rural districts of the country.

There has been a general assumption that children born and brought up in the wholesome surroundings of the country were universally healthy, and the emphasis of the need of hygiene has previously been placed on the city child. Careful studies, however, have revealed the great prevalence of defects among rural children, mainly remediable if not preventable; and in the cantonments the country boys showed an alarming lack of resistance under physical strain.

The Special is a compact child-welfare station mounted on a motor truck and fully equipped for making physical examinations of children. It is manned by a doctor, nurse, clerk, and chauffeur. Tried out at first as an experiment the Special has so demonstrated its usefulness that in the budget for the next fiscal year provision is made for two additional cars.

The Special goes into a State only at the request of the State department of health and in general only to those communities which assure local cooperation. Under these conditions the car was first sent to Illinois and Indiana.

The counties visited showed all types of rural conditions. The great need for the education of mothers in food values and the preparation of food was common to all. One county was fairly prosperous; others were distinctly limited in their resources. In some communities no one kept cows, and the poor bone and muscle development of the children was a mute but striking evidence of an ill-balanced diet; in other communities there was an abundance of milk and other foods necessary to proper physical development, the people were well-to-do, but the children were suffering from too abundant and frequent feedings.

Before the Special left, one county had installed a public-health nurse, with a car to insure county-wide service; another secured two

nurses within 30 days of its departure; a third has since secured one nurse and has raised money for two more; while still another is planning to add a second nurse as soon as one can be found.

It is this kind of stimulus which the bureau seeks to give; to make a demonstration and then to depend upon the interest and power of the community to undertake any local action necessary.

Hearty thanks are due to the women who, in advance of the Special's arrival, make plans for the examinations, so that busy mothers are not compelled to wait too long for their turn, and to the doctors and nurses who so generously cooperate with the Special's staff. In many places persons with automobiles went for mothers and babies in the outlying districts, and in one instance the son of one of the physicians in a small town drove his car back and forth all day, bringing mothers and children to the conference. In many cases doctors have treated free of charge those children who needed attention but whose parents were unable to pay for it; and dentists have cooperated in a similar way.

Later, at the urgent request of the State health officer of Kentucky and county health and educational officers, the Special was sent into certain counties of Kentucky to assist in an intensive survey and examination of school and preschool children. This survey is a part of a larger study of the health and well-being of the community.

Each examination made by the Child-Welfare Special represents a conference between the physician, the nurse, and the mother on the physical condition of the child, with specific advice on diet, hygiene, and any special defects which need correction. No prescriptions or treatments are given, but a written report of the child's condition is given to the parents by the doctor, together with any recommendations she has to offer. Of these detailed examinations, 3,850 have been made since July 11, 1919.

By far the commonest defect found in all localities was decayed teeth, while enlarged tonsils and malnutrition were frequently discovered. This does not differ in general from the findings among city children. The particular point that should be emphasized in regard to examinations is the fact that most of these defects are preventable or easily remediable.

KENTUCKY NUTRITIONAL SURVEY.

At the request of the State board of health, the Children's Bureau undertook an intensive nutritional survey of a district in the mountainous section of Kentucky. The study covered an area of but 30 square miles, and it included 123 families containing 256 children between 2 and 11 years of age.

There are two distinct aspects of a nutritional survey—one is the study of the children themselves in order to determine their physical condition, and the other an investigation of all the factors responsible for producing this condition.

A medical examination of each child was made by a Children's Bureau physician, and the factors contributing to the child's condition were ascertained by visiting the home and interviewing the mother. In this investigation the greatest amount of attention was, of course, given to the amount and kind of food which the child received and to the family food supply; but information was also se-

cured concerning sleep, exercise, care of the teeth, housing conditions, and other important factors.

Ignorance of the laws of hygiene and nutrition was general. Teeth were almost totally uncared for, toothbrushes being practically unknown and a visit to a dentist a rare occurrence.

Throughout the district the diet was meager, for which poverty was largely responsible. The families that could afford to keep a cow usually kept one, and the diet of the children in these families contained the necessary elements. In homes where poverty prevented the keeping of a cow or the purchase of milk, the ration became almost entirely one of corn meal and fat salt pork, with only occasional supplementing with beans and blackberries. Fully one-third of the children examined were rated as poor in nutrition.

Only a small percentage of the children were living in families able to provide the essentials of adequate health care, decent shelter, sufficient clothing, and a simple but properly balanced diet.

The prevailing ignorance of hygiene can and should be removed by health education. This will not be sufficient, however, unless the problem of poverty is also met in a thoroughgoing, systematic manner. In this particular district the solution must lie largely in scientific agriculture. With adequate farm equipment and proper treatment of the soil, the land could be made productive. Gardening can be encouraged and women and children can be instructed in the management of gardens in various latitudes so as best to supplement the family diet.

AID TO MOTHERS.

Most of the States (40) have now recognized the principle that children should not be taken from their mothers because of poverty alone. The rapid growth of the mothers' pension movement is indicative of the belief, generally held, that home life and a mother's care are of paramount importance.

Although larger grants have been given in many of our States, the amounts in general are inadequate. On the whole, unfortunately, proper consideration has not been given to the increased cost of living, and the full purpose of these laws is not being attained. Yet it is encouraging to note that in some cases budget studies have been made by mothers' pension fund officers so that allowances can be based upon actual living costs.

Because of the great differences in the amount of the allowances, the classes of persons to whom given, the agencies granting aid, and the methods of supervision, it is most desirable that the bureau make a complete study and report of the administration of mothers' pension laws. Repeated requests for this information have been made by agencies administering such laws in the different States.

Two other very important studies should be made in connection with the question of mothers' pensions. These are the institutional care of children and the placement of children in foster families. These investigations should be made on a wide basis, so that the findings would be authoritative in assisting the States to determine a sound and constructive policy in regard to the care of children deprived of normal family life.

THE CHILD AND THE COURTS.

The Children's Bureau has undertaken two studies of courts hearing children's cases. The first was by a questionnaire survey to secure general information of the extent and development of the juvenile-court movement. The second, now in progress, is an intensive study of 10 representative courts having special organization for children's work.

From the data gathered in the questionnaire study it was estimated that 175,000 children were brought before courts in the United States in 1918. Of these, approximately 50,000 came before courts not adapted to handling children's cases. Especially in small towns and rural districts children are still subjected to the same unsocialized court procedure which the juvenile court is designed to replace. Although every State but one had legislation providing for juvenile probation, less than half the courts hearing children's cases actually had probation service. The majority of the courts failed signally to secure adequate information regarding the child's home and family circumstances, his physical and mental condition, and personal tendencies.

This survey furnishes a general index of the organization of all courts hearing children's cases and points out certain significant tendencies in the juvenile-court movement. One tendency is to an increasing recognition of the necessity of extending to all children brought before the courts the intelligent methods which have been worked out in the best courts, such as the facilities for thorough physical and mental examination and diagnosis, accompanied by complete social investigation. Another important trend is toward merging juvenile and family cases in domestic relations or family courts, dealing with all problems relating to family life. Cooperation between the courts and other social agencies of the community has been greatly developed. A few States have provided for State supersion of juvenile courts and probation work.

Data are being secured regarding the nature of juvenile offenses against Federal laws and the action taken by the authorities. This inquiry is particularly timely because of the effort now being made to secure legislation authorizing probation in the Federal courts.

During the coming year the bureau plans to make a special study of the need of juvenile courts in rural districts. Another study which should be made is that of the development of family, or domestic relations, courts. The development of these courts is due to the belief that loss of effectiveness often results because delinquent parents can not be dealt with in the juvenile court in which the delinquent or neglected child appears. In some States domestic relations courts can be organized under existing statutes, in others legislation is required.

CHILDREN BORN OUT OF WEDLOCK.

Each year in the United States at least 32,000 white children are born out of wedlock. This is proportionately fewer than in most foreign countries. The death rate of infants of illegitimate birth, according to the studies made by the bureau, is three times as high as that of other children—an index of the handicaps under which they

labor all their lives. The burden which the survivors unwittingly place upon the community is out of all proportion to their numbers.

In most of the European countries the position of the child born out of wedlock was materially improved during the war. Conditions have not forced us to act, and we have lagged behind. The laws of many of our States are archaic; but, following a century-long period of indifference, legislatures are beginning to concern themselves with provision for the care and support of these children.

Following the completion of special studies on the problem of illegitimacy, two regional conferences were held in Chicago and New York in February, 1920, under the auspices of the bureau, for discussion of legal measures for the protection of these children. Representatives from 35 cities took part in the conferences, and resolutions were adopted voicing the consensus of opinion on the basic principles of such legislation. The main recommendations of these two conferences are summarized as follows:

1. *Birth registration.*—All births should be registered, but in the case of an illegitimate birth the name of the father should be recorded on the birth certificate only after an adjudication of paternity or on the written consent of the father. Adjudications of paternity should be reported by courts to the birth-registration authorities. Records of birth out of wedlock should be confidential—open to inspection only upon order of court. Transcripts for school or work purposes should not disclose any facts concerning birth status.

2. *Reporting to administrative agency.*—All births not clearly legitimate should be reported to a public agency having the responsibility for child welfare.

3. *Establishment of paternity.*—Proceedings to establish paternity should be initiated by the mother. If she is unwilling, and the public agency above referred to deems it advisable in the interests of the child, proceedings should be instituted by the public agency. The law should provide for the use of either a civil or a criminal proceeding, as the exigencies of the case demand. The court given jurisdiction should be equipped with a staff of probation officers or other social case workers, and the proceedings should be as informal and private as possible.

4. *The father's responsibility for the support of the child.*—The Chicago resolutions stated that, "the father of a child born out of wedlock should make financial provision for the adequate care, maintenance, and education of the child, having reference to the father's economic condition." The New York resolutions included the statement that, "the obligations for support on the part of the father should be the same for the child born out of wedlock as for the legitimate child." Both conferences agreed that the court should have continuing jurisdiction with reference both to custody and support during the minority of the child, that the acceptance of lump-sum payments should be in the discretion of the court, but that settlements out of court in order to be valid should be approved by the court.

5. *Inheritance and names.*—After an adjudication of paternity or an acknowledgment in writing by the father, the child born out of wedlock should have the same rights of inheritance as the child born in wedlock. Assumption of the name of the father should be per-

missive after adjudication of paternity or acknowledgment in writing by the father.

6. *Legitimation.*—The Chicago resolutions included no recommendation on this subject. The New York resolutions stated that subsequent marriage of the parents should legitimate the child born out of wedlock, and that offspring of a void or voidable marriage should be by law legitimate.

7. *Care by the mother.*—Whenever possible, the mother should be persuaded to keep her child during the nursing period at least. The enactment of compulsory legislation was not recommended, though great stress was laid upon the necessity of using the best methods of case work for keeping mother and child together.

8. *State supervision.*—The duty of the State to protect the interest of children born out of wedlock was recognized and affirmed. With due allowance for local variance and need, the conferences recommended the creation of State departments having responsibility for child welfare, the duties of which should include responsibility for assisting unmarried mothers and their children. The parents should not be permitted to surrender a child for adoption, or to transfer guardianship, or to place it out permanently for care, without order of the court or State department, made after investigation. The State should license and supervise private hospitals which receive unmarried mothers for confinement, and all private child-helping and child-placing agencies. Full opportunity should be afforded, however, for the development of private initiative, and there should be cordial cooperation between private agencies and the State.

At the request of the Children's Bureau, the National Conference of Commissioners on Uniform State Laws has given consideration to the subject of the legal protection of children born out of wedlock. At its annual meeting in August, 1920, the conference adopted a resolution for the draft of an act or acts for the protection of illegitimate children, and the following committee on status and protection of illegitimate children was appointed: Ernst Freund, professor of jurisprudence and public law, University of Chicago Law School, chairman; J. B. Weaver, Des Moines, Iowa; Thomas A. Jenckes, Providence, R. I.; John G. Sargent, Ludlow, Vt.; John B. Sanborn, Madison, Wis.; C. W. Ashford, Honolulu, Hawaii; F. M. Clevenger, Wilmington, Ohio.

CHILD-WELFARE LEGISLATION.

Child-welfare legislation, like all social legislation, has been built up piecemeal. It had first to do with exceptional children who were more clearly than others State charges because of dependency, delinquency, defect, or neglect. The guardian power of the State was shown again in the laws applying to education and regulating the possible exploitation of children as laborers in factories, workshops, and mines. All this legislation was uncoordinated and sometimes contradictory, the result of unrelated effort and achievement by different groups of workers attacking diverse evils. Even the relationship of school attendance and child-labor laws was frequently overlooked.

The number of laws affecting children has made necessary a study of the whole rambling body of legislation enacted in their behalf. England blazoned the way through the consolidated factory acts, consolidated education acts, and the children's act of 1908. In this country the White House Conference of 1909 urged, among other things, the unification of our laws relating to dependent children. Finally in 1911 a commission was appointed in Ohio to codify and revise all legislation relating to children. This was the first Children's Code, the first recognition of underlying unity in the relation of the State to all children. In the nine years that have followed 18 other States have appointed similar commissions, and an active interest in the movement has been developed in a number of other States.

There has been also a gradual broadening of the meaning of State guardianship until children's codes and commissions are being extended to include regulations for the promotion of the welfare of all children instead of being confined, as heretofore, chiefly to laws for the care of the dependent, the neglected, and the delinquent.

The usual procedure of these commissions has been to devote one or two years to the study of the whole problem of child-welfare requirements before starting on the actual revision of the laws. The field covers school attendance, health, employment, and the special care of dependent, neglected, and delinquent children, the mentally defective, and the physically handicapped, as well as the matter of State supervision of agencies and institutions. Having educated itself as to child-welfare needs, a most important part of the commission's task is to carry this education to the people of the State.

The bureau has received many calls for material from the various States and much work has been done in collecting, analyzing, and indexing legislation relating to all phases of child welfare. This information has been placed at the service of the persons in the States who are working on legislative problems.

STANDARDS OF NORMAL DEVELOPMENT AND PHYSICAL FITNESS FOR WORKING CHILDREN.

The following minimum standards for working children were adopted at the Washington and regional conferences on child welfare, conducted by the bureau in May and June, 1919:

> A child shall not be allowed to go to work until he has had a physical examination by a public-school physician or other medical officer especially appointed for that purpose by the agency charged with the enforcement of the law, and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed.
>
> There shall be annual physical examination of all working children who are under 18 years of age.[1]

At the meeting of the section on child labor and education at which these standards were adopted a resolution was passed requesting the Children's Bureau to appoint a permanent committee to formulate definite standards of normal development and physical fitness, for the use of physicians in examining children applying for employment certificates.

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[1] U. S. Children's Bureau—Minimum Standards for Child Welfare, Bureau publication, No. 62, p. 3.

This committee was appointed in December, 1919, holding its first meeting on January 9 and 10, 1920. The personnel of the committee is as follows:

Dr. George P. Barth, director of hygiene, city health department, Milwaukee, Wis., chairman.
Dr. Emma M. Appel, employment certificate department, Chicago Board of Education.
Dr. S. Josephine Baker, chief, bureau of child hygiene, department of health, New York City.
Dr. Taliaferro Clark, representing the United States Public Health Service.
Dr. C. Ward Crampton, dean, Normal School of Physical Education, Battle Creek, Mich.
Dr. D. L. Edsall, dean, Harvard Medical School.
Dr. George W. Goler, health officer, Rochester, N. Y.
Dr. Harry Linenthal, director of industrial clinic, Massachusetts General Hospital.
Dr. H. H. Mitchell, representing the National Child Labor Committee.
Dr. Anna E. Rude, director, hygiene division, United States Children's Bureau.
Dr. Thomas D. Wood, chairman on health problems and education, Columbia University, New York City.
Miss E. N. Matthews, director, industrial division, United States Children's Bureau, secretary.

Minimum standards of physical fitness and health have been adopted tentatively by the committee and a record form and instructions drafted for the use of examining physicians who will test its efficacy and report back to the committee. A statement of the committee's tentative recommendations has been sent for trial and criticism to State labor officials, local examining officers, and experts in industrial hygiene throughout the country.

The following general recommendations have been made by the committee:

1. *Age minimum for entrance into industry.*—The minimum age for the entrance of children into industry should be not younger than 16 years. Since it is recognized that pubescence is a period of general instability due to the necessity of physiological readjustments which make great and special demands upon the vitality of the child, it is of paramount importance that he shall be protected during this period from the physical and nervous strain which the entrance into industry invariably entails. The committee recognizes the fact that pubescence may occur early or may be very greatly delayed and is convinced that the more it is delayed the more there is indicated a physical stage during which it is highly inappropriate to subject the child to the strains of industry.

2. *Physical minimum for entrance into industry.*—No child under the age of 18 years shall be permitted to go to work who is not of normal development for his age, of sound health and physically fit for the work at which he is to be employed.

3. *Physical examinations for children entering industry.*—The physical fitness of children entering industry should be determined by means of a thorough physical examination conducted by a public medical officer duly appointed for this purpose. Where possible all examinations should be made on the nude body. Before such a physical examination is made, the child should present a definite promise of employment in writing from his intended employer, stating the specific occupation in which he is to be employed.

4. *Reexaminations for children changing occupations.*—The employment certificate should not be given to the child, but sent by mail to the employer. When a child leaves the specific employment for which the certificate is issued, the employer should return the permit to the issuing officer by mail. With each change of employer another examination should be made before the child is again permitted to work, the mode of procedure to be the same as in the issuance of the original permit. When a child is transferred to any occupation in the same

establishment differing in its physical demands and hazards from those common to the occupation for which the permit has been issued, this must be communicated by the employer to the issuing officer in writing, and a new physical examination of the child made and a new certificate issued.

5. *Periodical reexaminations for all working children.*—All employed children up to the age of 18 shall have at least a yearly physical examination, this examination to be made by a public medical officer duly appointed for this purpose. Whenever in the judgment of the medical examiner more frequent examinations are desirable, the child may be ordered to report at stated intervals for this purpose. These examinations shall take place either in the certificate-issuing office or in the establishment in which the child is employed.

6. *Need of study by local administrative and medical officers of occupations in which children are employed and of their effect upon health.*—Occupations in which children are likely to be employed should be made the subject of special study for the purpose of ascertaining their physical requirements and their effect upon the health and development of the growing child. The examining physician should be authorized and required periodically to visit industrial establishments and to familiarize himself with conditions of employment and with the various health hazards of industry.

7. *Need of authoritative scientific investigation.*—The committee recognizes the impossibility of formulating definite physical standards for children in industry which will be complete and finally authoritative without considerable further scientific study of the effect of different kinds of work upon the physique of the adolescent child.

Research is especially needed with reference to:

(*a*) The rate of growth and development of children employed in different occupations and industries as compared with children not in industry.

(*b*) Morbidity among children employed in different occupations and industries as compared with children not in industry.

(*c*) Mortality among children employed in different occupations and industries as compared with children not in industry.

(*d*) Fatigue in children employed in different occupations and industries.

(*e*) Effect of employment in specific occupations at different stages of physiological development upon the growth and health of—

(1) Normal children;

(2) Children with certain physical defects (such as compensated cardiac disease or with orthopedic defects) or with a personal or family history indicating predisposition to certain diseases.

(*f*) Effect of employment in specific occupations upon the menstrual function and pelvic organs of adolescent girls and young women.

(*g*) Types of work desirable for—

(1) Children and young persons with some mental defect who, nevertheless, are able to fulfill the educational requirements necessary to obtain an employment certificate;

(2) Children and young persons who are suffering from certain physical handicaps, such as the crippled child and the child with seriously impaired vision or hearing.

Material for at least the greater number of such studies might effectively and economically be secured from the records of examinations made in the public schools and in connection with the issuance of employment certificates in States where reexaminations are required. It is, therefore, urged that all such examinations be scientifically made and that methods and record forms be standardized so as to be statistically comparable.

8. *Certain tentative minimum standards obtainable from results of scientific research already available.*—While recognizing the necessity of considerable further study, the committee is of the opinion that the results of scientific research already available, and the experience acquired in the administration of laws prescribing physical requirements for admission to industry, permit the recommendation at the present time of certain tentative minimum standards the acceptance of which will aid materially in safeguarding the physical welfare of the child obliged to enter industry before reaching his full development.

The tentative minimum standards of physical fitness for children entering and working in industry adopted by the committee are as follows:

1. *Standards of normal development.*

(*a*) Certificates should be refused to children who do not come up to the following minimum standards of height and weight for specified age, which are based on the most reliable experience and present-day practice.

Age.	Weight (in clothing).[1]	Height.
	Pounds.	*Inches.*
14 years	80	58
15 years	85	58
16 years	90	59

[1] When children are weighed stripped not more than 5 pounds should be allowed for clothing.

NOTE.—While the committee recognizes that girls of 16 are lighter in weight than boys of like age, it presents but one standard. This is for the purpose of giving greater protection to girls who are to be regarded as more vulnerable at this period.

In exceptional cases a child who falls below the prescribed minimum of height or weight may, however, be granted a certificate if, after examination by two physicians, it is found that this condition is a family or racial characteristic and that he is free from any other defects which would justify the refusal of the certificate.

(*b*) Certificates should be refused to children who do not show unmistakable signs of adolescence. * * *

2. *Standards of health and physical fitness for specific employment.*

(*a*) Certificates should be refused permanently to all children who have the following defects:

(1) Cardiac disease, with broken compensation.
(2) Pulmonary tuberculosis or other evidence of serious pulmonary disease.
(3) Active glandular tuberculosis.
(4) Active tuberculous or syphilitic disease of joint bones.
(5) Irremediable defective vision
(6) Total deafness.
(7) Trachoma.
(8) Serious orthopedic defects.
(9) Malnutrition, equivalent to grade 4 in the Dunfermline scale.
(10) Chorea.
(11) Syphilides.
(12) Hyperthyroidism.

All children who are permanently refused employment certificates because of physical defects as noted under class (*a*) should be referred to some appropriate person or agency for whatever medical or other assistance is needed.

(*b*) Certificates should be refused to all children pending correction of all serious remediable defects, such as—

(1) Defective vision subject to correction by glasses;
(2) Contagious eye and skin disease;
(3) Defective teeth: Extraction or treatment and prophylactic care needed;
(4) Malnutrition equivalent to grade 3 of the Dunfermline scale;
(5) Untreated hernia;
(6) Diseased tonsils;
(7) Defective nasal breathing requiring correction, causing complete occlusion of the nostrils.

All children who are temporarily refused employment certificates because of the existence of physical defects as outlined under class (*b*) should be referred to the care of a public medical officer, school physician, family physician, or school nurse, who will assume jurisdiction of the case and make every effort to see that the necessary medical treatment or other care is secured for the child. As soon as such treatment has been received the employment certificate may be issued.

(*c*) All children who because of their physical condition or because of their family or previous history show a tendency to weakness or disease of any organ should be excluded from occupations which would tend to aggravate that tendency.

CHILD-WELFARE IN A COAL-MINING COMMUNITY.

This inquiry was undertaken in order to study the effect of life in a mining community upon the welfare of children, and particularly the extent and conditions of child labor in and about the mines. A representative anthracite coal mining area in Pennsylvania was chosen as the location of the inquiry. The mining of coal is the principal, and practically the only important, industry of the community; the few smaller industries and business enterprises of the district are there either to supply the mining industry or the mine workers or to utilize the labor of the women and girls in the miners' families. The area has a relatively stable population; the majority of the families included in the study had lived in the district 10 years or more, and most of the fathers in these families who were working in the mines had been engaged in mining for at least 10 years.

The community is largely urban, comprising one city, two smaller towns, and the surrounding mining patches. In the city over 25,000 persons are crowded into an area of approximately 1½ square miles. These figures are the more amazing in the light of the fact that only 12 per cent of the houses are as high as three stories. More persons per square mile are crowded into 2 stories here than in 4, 6, 10 or more stories in New York City, where the congestion is notorious.

The natural results of such crowded living conditions are reflected in a high infant mortality rate. In 1918, according to statistics of the United States Bureau of the Census, the infant mortality rate in the city was 165 deaths under 1 year of age per 1,000 births, as compared with only 101 in the birth-registration area as a whole.

Lot congestion is found as well as room congestion, a study of typical residence districts revealing the fact that from 65 per cent to 85 per cent of the lot space is covered by buildings. Not only is there no yard space, but there are also no open spaces furnished by the city for out-of-door recreation.

While the complete report of the investigation is not yet ready for publication, certain figures of striking significance are available.

Over half the children in the community between the ages of 13 and 16 years, inclusive, had worked; this includes two-thirds of the boys and one-third of the girls of these ages. Of the children who were working regularly one-third of the boys and over one-fourth of the girls started to work before they were 14. "Family need" was the reason most frequently given for leaving school and going to work, and the proportion of children who had left school for work was greater as the father's income was less. The number of wage earners in a family, including the number of child wage earners, decreased as the father's earnings increased.

Over one-half of all the fathers, or heads of households, earned less than $1,250 a year. While the average best day's pay as reported was between $4 and $5, nearly three-fourths of the fathers who reported had had periods of unemployment during the year. The number of cases of unemployment due to industrial causes was found to have been greater than those due to all other causes combined. Accidents were an important factor in unemployment, almost one-fifth of all the fathers working in the mines having met with accidents at their work within the three and one-half years preceding the inquiry.

In addition to these findings the completed report will contain an analysis of other conditions in the community affecting the health, education, and recreation of children.

A similar study of conditions affecting child welfare in a bituminous coal district is at present under way.

CHILDREN ENGAGED IN INDUSTRIAL HOME WORK.

Children's participation in factory work in the home has for some time attracted the attention both of persons interested in problems of children in industry and of that section of the public which cares to make sure that its purchases have been produced in accordance with modern sanitary and industrial standards. In order to discover the extent and character of children's home work, the conditions under which the work is done, and its effect on family life, an investigation was made of the employment of children in industrial home work in three Rhode Island cities. This State is a center for the manufacture of cheap jewelry—an industry which lends itself readily to home work.

It was found that a surprising number of children between 5 and 15 years of age—in all, nearly 5,000, or 8 per cent, of the children of this age group—had at some time during the year 1918 done factory work in their home, either by hand or by machine. Nearly 100 different kinds of work were done by the children who were employed by many different factories. They carded snaps and shoe buttons; assembled various kinds of jewelry; strung beads; clipped, strung, and scalloped lace; pasted or stitched chenille dots on veils; finished underwear; and performed many other simple operations incidental to manufacture. Children—a number of them under 14—used machines in such work as cutting holes and pressing humps on snaps, and assembling collar buttons.

In the majority of cases home work had been restored to in families where the father's earnings were insufficient for the maintenance of the family. It had, however, contributed very little to the family purse, since the average earnings per family from that source in 1918 had been only $48. Moreover, the children's share in this small addition to the family resources was negligible, since over half the children were unable to earn as a maximum 5 cents per hour.

Many of the children worked not only after school hours but also in the evenings; some worked exclusively at night. A small number of children who were regularly employed during the day in factories or stores also worked at home every night. Eyestrain was reported for many home-working children. The ill effects of home work on the child's work in school and its interference with school attendance were frequently testified to by teachers and other school officials.

Danger to the health of the community has been recognized as an important reason for prohibiting home work. Among the diseases reported by families engaged in it were influenza (a large number of cases), pneumonia, mumps, typhoid fever, measles, whooping cough, bronchitis, tonsilitis, diphtheria, eczema, "coughs," tuberulosis, and syphilis, all of which had been declared communicable and dangerous to public health by the Rhode Island State Board of Health.

Employers were interviewed in order to get their opinion as to the necessity for home work. Their reasons for utilizing it were in gen-

eral as follows: Shortage of labor, desire to lower the cost of production, the seasonal nature of the work, custom, and the desire to assist needy families. It is significant that three-fifths of the employers interviewed stated that should it be abolished readjustments in their business might easily be made.

The system of home work results in making a factory of the home—a condition which operates against a normal environment for growing children. The child home worker is subject to hazards from which he is not safeguarded by law. The health of the community is endangered by the use of clothing and other articles made in homes in which infectious diseases are present. Effective administration of laws providing for the inspection of places where home work is carried on has been found practically impossible.

RURAL CHILD LABOR.

Almost three-fourths of the working children of the United States aged 10 to 15 years, inclusive, and more than one-eighth of our total child population of these ages, are laboring in gainful occupations entirely unregulated by State or Federal child-labor laws. The great majority—numbering at the time of the last decennial census approximately a million and a half—are engaged in some form of farm labor. That the compulsory education laws—the sole legal protection afforded these children—are inadequate to insure them against the loss of education that results from premature and excessive work is shown by the fact that wherever rural child labor is greatest we find the highest percentage of illiteracy and the largest proportion of children not attending high school. No specific information is available regarding the effect of unregulated farm labor upon the physical and social development of the child.

Plans for a comprehensive inquiry into the economic, social, physical, and working conditions affecting the rural child laborer are at present under way. Two experimental field studies have already been commenced in representative child-employing agricultural areas, upon the results of which will be based more extensive inquiries to be undertaken during the coming year.

CHILDREN ENTERING EMPLOYMENT.

One of the greatest losses of time, energy, and enthusiasm is the waste on the part of children blindly endeavoring to discover for themselves suitable places in our complicated industrial system; and the years spent in blind-alley and overcrowded occupations is responsible for much of the unrest prevalent to-day.

Our industrial centers have been the first to realize the situation—Boston, Chicago, Cincinnati, Minneapolis, and other cities have demonstrated the possibilities of vocational guidance. Some of this work has been the outgrowth of the school systems; some has developed through private organization; among the most important has been the gradual entrance into the field of vocational guidance of certain of the public employment services. The need of vocational guidance in rural districts has been for the most part unrecognized, although a start in this direction has been made in one of the Middle Western States.

In the interest of the children of the country it is imperative that a comprehensive study be made of the conditions under which young people enter industry—of the requirements made, and the opportunities offered in the various lines of industry, trade, and other employment. The effect of occupation upon the health and physical development of the growing child should also be studied, as well as the employment of children in hazardous occupations, and the industrial accidents of children.

CHILD-WELFARE STUDIES IN PORTO RICO AND EXTRA-CONTINENTAL UNITED STATES.

Last year the Seventh Annual Report of the Chief, Children's Bureau, called attention to the need of studies of child welfare in the island possessions and referred especially to conditions shown in official reports from Porto Rico and the Virgin Islands. In this report attention is again called to the importance of these studies as a matter of national policy, and it is advised that the general welfare of children in all the extra-continental portions of the United States be made the subject of study by this bureau at the earliest practicable period, and that a special appropriation be allotted for this plan in its complete form.

As mentioned in the report of last year, from its organization in 1912 the bureau has been repeatedly asked by officials acquainted with social conditions in the island possessions to make such studies, but heretofore it has not been practicable to undertake work outside of continental United States. Among the chief reasons for making such child-welfare studies are the following:

(1) To carry out the law creating the Children's Bureau, which directs it to investigate *all* matters pertaining to the welfare of children and child life among *all* classes of our people.

(2) To secure information—now nowhere available—which is essential to a proper understanding by the citizens of the United States of the progress and the needs of the outlying possessions for which this Government is responsible.

(3) To stimulate among the native citizens of the islands, by adaptation of the same methods which have proved effective in the United States, interest in and responsibility for the protection of maternity, infancy, and childhood.

The outlying possessions are remote, few visitors or tourists frequent them, and the popular acquaintance with them which would develop interest in their welfare problems is lost because of their inaccessibility.

In some areas great progress has been made in education and in the whole field of child welfare since the connection with the United States was established, and our share in this progress will be noted by historians as a most creditable chapter in our history. Yet it is unfortunately true that our actual knowledge of progress already made in certain of the islands is little greater than our ignorance of their present needs.

Recently the matter has been brought sharply to the attention of the bureau by a letter from the commissioner of education of Porto Rico, Mr. P. G. Miller, which was sent with the approval of the Governor of Porto Rico, and of the Bureau of Insular Affairs. The commissioner's letter is as follows:

I have the honor to address you for the purpose of placing before you the necessity for investigating the general condition of children in Porto Rico by your bureau.

By way of preliminary information, let me say that last year the total estimated number of children of school age—that is, between 5 and 18 years—was 441,465, and the total number of compulsory school age—that is, between 8 and 14 years—was 222,783. The total enrollment in all public schools was only 160,794. At the close of the fourth school month of the present school year the total enrollment was 176,689.

Because of limited funds the department of education has not been able to cope successfully with the problem of providing the elements of an education for all children of compulsory school age.

Although there have been a few sporadic attempts at medical inspection and although instruction in hygiene is given in the public schools, the fact remains that the supplementary agencies of education which have done so much in many of the States toward improving the conditions of childhood are conspicuous by their absence from Porto Rico. This statement does not mean that much has not been accomplished. A great deal has been done during the past 20 years that Porto Rico has been under the protection of the American flag. In this connection I respectfully suggest that you secure from the Bureau of Insular Affairs, War Department, Washington, D. C., a copy of the Annual Report of the Governor of Porto Rico for the Fiscal Year ending June 30, 1919. Beginning on page 553, you will find a detailed account of the educational progress made during the past two decades.

The problems of childhood which should be investigated do not relate merely to education but practically to all other sociological conditions, matters of hygiene, proper nourishment, proper housing, infant mortality, and the care of children in large families without sufficient means for subsistence. The needs of a thorough investigation of this kind is great. I believe that much can be done toward formulating a constructive program for the improvement of the conditions of childhood. Legislatures oftentimes do not take action because they do not know the facts * * *. I believe the Legislature of Porto Rico would be willing to enact remedial measures within the resources of the people of Porto Rico, if a properly formulated constructive program were presented.

In conclusion let me say that we have no funds available for paying the expenses of an investigation of this kind, but I shall be glad to answer any inquiries that you may desire to make before arriving at a definite decision.

Very truly, yours,

P. G. MILLER,
Commissioner of Education.

BUREAU OF INSULAR AFFAIRS,
WAR DEPARTMENT,
Washington, D. C., February 28, 1920.

Respectfully transmitted to Miss Julia C. Lathrop, Chief, Children's Bureau, United States Department of Labor, Washington, D. C. A copy of the Report of the Governor of Porto Rico for the Year 1919 is inclosed herewith.

Other statements have been heretofore received from Porto Rican officials especially noting the large number of homeless, vagrant children, and the difficulties experienced by the juvenile court and other authorities in dealing with delinquent and dependent children. Reference was made to these conditions last year.

A condensation of certain portions of the 1919 Report of the Governor of Porto Rico will provide further data showing child-welfare problems the solution of which might be hastened by a general sur-

vey, and will serve as an illustration of the value of the same procedure in the other extra-continental possessions.

Porto Rico.—While illiteracy as a teaching problem is outside the sphere of the Children's Bureau, the ignorance which it connotes is a social condition affecting fundamentally the existence and welfare of children. Accordingly the following facts as to education are of the greatest importance: Progress has been made, a modern public school system has been established, and illiteracy reduced in the past 20 years since Porto Rico became a part of the United States. But in 1919 it must still be said that the adult illiteracy has been reduced only to a figure "probably less than 60 per cent."[1]

It is superfluous to add that in a civilized country illiterate adults are usually of low earning power; and that parents who can not read and write can make little progress in learning the present methods of keeping babies alive and rearing vigorous children and are at great disadvantage in training the young to live usefully in the world. Moreover, unless the State furnishes schools and requires attendance the ignorance of parents too often entails upon the children the same ignorance and poverty.

Porto Rico has an estimated population of 1,263,474, of whom 441,465 are of legal school age—between 5 and 18 years—and 222,783 are of compulsory school age—between 8 and 14 years.

The total enrollment in public schools was 36.4 per cent of the total population of school age—between 5 and 18 years; hence, almost two-thirds of all the children of school age were out of school. Of the population of compulsory school age—8 to 14—only 63.3 per cent were enrolled. Thus about one-third of the compulsory school age children—some 81,000—are entirely unknown to school authorities.[2]

The tables show the average attendance to be far less than the enrollment, so that over 100,000 children between 8 and 14 were always out of school.

A large school nonattendance where a compulsory-education law exists is particularly unfortunate. It may be that school funds are insufficient to provide proper school facilities, including the service of trained attendance officers. Poverty, ignorance, the lack of care by mothers who are obliged to work out of the home, children at work who are entitled to school—all may be causes of absenteeism.

The actual proportions of this social problem can be ascertained only by painstaking field study.

With 100,000 children between 8 and 14 out of school in Porto Rico it can not be supposed that all will keep out of mischief. If also there are several thousand destitute and uncared-for waifs, as was shown in the report of the Children's Bureau for last year, it is not strange that the juvenile-court judges are deeply concerned by the unprotected children brought before them. In the last year 281 juvenile-court cases were heard. The ages of 28 children were unknown; it is of interest in connection with school attendance that out of the 253 whose ages were known 184 were of compulsory school age—between 8 and 14. Of the 281 cases, 145 had never attended school, 118 had not gone beyond the fourth grade, 74 children were illegitimate, the parentage of 19 unknown.[3]

[1] See Report of the Governor of Porto Rico to the Secretary of War, 1919, p. 49.
[2] Ibid., pp. 581 and 586.
[3] Ibid., pp. 680–681.

The attorney general calls attention to the fact that the lack of adequate facilities to take care of the juvenile delinquents continues to be the most serious drawback to the effectiveness of the juvenile-court law. During the last session of the legislature a bill providing for the construction of another reform school in the city of Ponce was introduced into the lower house and passed, but the senate did not take it into consideration. The reform school at Mayaguez is now more than ever insufficient and inadequate to take care of the juvenile delinquents who are sent there every year.

Another bill presented in the house of representatives during the last session was one creating a special juvenile court with exclusive jurisdiction over the island. This bill was also passed by the lower house, but it was not discussed or passed by the senate. The principal feature of this bill was the placing in the hands of one judge the work of all the juvenile cases presented throughout the island, and doing away with the present system under which each district judge must act also as judge of the juvenile court of said district. The general provisions of the present juvenile-court law were embodied in the new bill.[4]

The safety of the lives of babies has come to be recognized as a fair test of social well-being. Hence the report of the commissioner of health for Porto Rico regarding infant deaths and those of young children is especially pertinent. In 1918–19, 7,603 died under 1 year of age, 3,666 between 1 and 2 years, and 4,245 between 2 and 5 years; or a total under 5 years of age of 15,514, about 39 per cent of all deaths. In addition the commissioner reports 4,063 stillbirths. He charges the responsibility for these deaths (*a*) to lack of applied knowledge of the hygiene of maternity and infancy, (*b*) to the scarcity and dearness of the milk and to the further fact that most of it is badly contaminated and dangerous, and (*c*) to the early weaning and improper feeding of Porto Rican babies of the poorer classes.[5]

In regard to uncinariasis (hookworm) the commissioner says that this problem "under its triple aspect—biological, economical, and social—continues to be of incalculable magnitude." He complains of the lack of cooperation on the part of patients and employers and says that if property owners would assist they would soon feel the benefits of efficient work made possible by the restored energy of the Porto Rican peasant. To the rural workers latrines and shoes are luxuries usually unattainable. Even if they know their importance in safeguarding health they can not afford them.[6]

The report of the commissioner of agriculture and labor refers to the renting system of house and lot and to the need of building houses for artisans and other laborers.

This report also shows by food prices and wage figures the mounting cost of living and the low economic condition of farm laborers and industrial workers.

Attention is especially called to the agricultural laborers. The number of workers in the coffee industry is placed at 150,000. The plantations are usually in the interior and quite inaccessible, so that

[4] See Report of the Governor of Porto Rico to the Secretary of War, 1919, p. 629.
[5] Ibid., pp. 136, 205.
[6] Ibid., pp. 151–152.

it was impossible for the inspectors to visit all the plantations. The life of the workers is said to be no different from what it was when observed by officials of the bureau six years earlier. The number of illiterates is "quite great and consequently they live without ambition"; wages varied for men from 50 to 75 cents a day, for women and minors a maximum of 35 cents. These sums are not enough to buy food at prevailing high prices.

In the sugar industry, which employs about 150,000 men in the season, pay is better during harvest—up to $1.50. After harvest about 40 per cent are unemployed and pay is 75 cents a day on the average. "The social condition of these workers is superior to that of their fellows in other agricultural industries. They live around the coast and as a rule very near or within town."

In the fruit industry the conditions are about like those in cane harvesting and the workers live under the same conditions, the wages being, however, about 10 per cent lower. It is stated that 15,000 persons are so employed.

On the tobacco plantations wages have increased and men now receive 75 cents a day, women 40 cents, and children 30 cents. About 40,000 laborers are employed on the tobacco plantations.

Many women work on the plantations, and obviously among the 355,000 workers in the four agricultural industries mentioned many mothers are employed.

The commissioner recommends among other constructive measures that the Federal child-labor law be extended to Porto Rico. He notes the employment of children of compulsory school age.[7]

This review of the 1919 Report of the Governor of Porto Rico and the incorporated reports of the commissioners of education, health, agriculture, and labor, and of the attorney general—to all of which reference is made in this summary—indicates that a general child-welfare survey should be made. It would, first, secure reliable data and, second, interpret its findings in such popular form as to be understood by those most concerned. This method of getting facts and popularizing them has aided materially in improving the welfare of children and the conditions interwoven therewith in continental United States, and it can be adapted and applied in any country.

These items from the Report of the Governor of Porto Rico have been set forth not only because of the right of Porto Rico to ask the services of the bureau but also because the report shows the same conditions which exist in varying degrees in the other tropical islands.

VIRGIN ISLANDS.

Last year's report also called attention to the need of studying child welfare in the Virgin Islands. The United States has now been for three years in possession of these islands. A census taken by the United States Bureau of the Census immediately after the purchase showed that the population in 1917 was 26,051, and the report states there had been a gradual decline since 1835, when the population was about 43,000.

[7] See Report of the Governor of Porto Rico to the Secretary of War, 1919, pp. 703–707.

The infant mortality rate was reported as high by the census, but no figures were available. The great poverty and the fact that more than half the married women (58.7 per cent) work for a living, mostly as field laborers, is charged by the census report with responsibility for the infant mortality. The usual characteristics of life and plantation work in tropical climates and the usual disregard of child welfare may in general be understood to exist here.

The illiteracy was 24.9 per cent of the population 10 years of age and over.

Schools have been started and other improvements undertaken by the Navy Department, under which the islands are administered.

A study that would sum up all the factors now affecting child life, whether favorable or unfavorable, should be made. This is due the helpless population of these lately purchased possessions, which now may claim the same rights for the children as are recognized in other parts of the United States.

The problems of human life are universal, and these problems of the extracontinental portions of the United States as suggested by the instances given are in fact identical with those on this continent and with those of all the world.

The bureau has plans under way for a general series of child-welfare surveys in the extracontinental parts of the United States.

The survey of Porto Rico will probably be undertaken first, and preliminary conferences with Porto Rican authorities and representative citizens will be held in advance of determining matters of procedure, as the cooperation of the citizens of any community is essential to the full value of such studies. It is confidently counted upon in this case.

VISIT TO CERTAIN COUNTRIES OF CENTRAL EUROPE AND SUGGESTIONS BASED THEREON.

CZECHOSLOVAKIA.

In March, 1920, at the request of the President of the Czecho-Slovak Republic, you directed me to go to Prague representing the Children's Bureau. The request was made because Czechoslovakia has child-welfare problems created or greatly intensified by the war and requiring for their solution permanent governmental plans. A ministry of social welfare already exists, and under it a children's bureau, and it was thought that a consideration of the experience of the United States might be of assistance to the new Republic.

In order to indicate the governmental spirit in which the child-welfare problems of Czechoslovakia are approached, it seems desirable, at the risk of repeating familiar knowledge, to refer briefly to the character of the population, to the resources of the country, and to the legal framework of the new Republic.

Czechoslovakia is composed of former Provinces of the Austro-Hungarian Empire—Bohemia, Moravia, Silesia, Slovakia, and Sub Carpathia. The capital of the new Republic is Prague, long the chief city of Bohemia. The country lies in a central position, occupying a stretch of about 600 miles from its western boundary to the extreme eastern point of Sub Carpathia, which abuts upon Roumania. Its average north to south diameter is approximately a quarter of its length from east to west. On the north lies Poland

and on the south Austria and Hungary. The people belong to the Slav race, and the existence of the Czechs and Slovaks in their present position is traced from the tenth century. They have shown extraordinary racial persistency under defeat and foreign domination; and their history as a nation, whether submerged or in power, is of great interest to students of democratic conscious race development. The present population is estimated at 14,000,000.

The agricultural and industrial resources of Czechoslovakia are rich and are highly developed. It is reported that only 4 per cent of the land is unproductive, and the high degree of intensive cultivation in Bohemia is noted by every traveler. In Bohemia, Slovakia, and Moravia the cooperative associations for credit, for purchases, for sales, and for stimulating the best methods of cultivation are a strong element in profitable agricultural development. There now exist in the Republic 10,000 agricultural cooperative societies, with a membership of nearly 1,000,000, these societies having increased rapidly since the independence.

A change in land tenure is provided by the law for expropriation, with indemnity, of a certain proportion of the lands belonging to the great proprietors, and the taking over of all lands belonging to the former Government and to enemy owners. This is the first step in an agrarian reform which is intended to create the largest practicable number of small proprietors. The Government has created a special land commission, which concerns itself not only with compensation, division, and sales, but also with methods by which the individual farmer can succeed as an independent proprietor. The Government is increasing the number of agricultural schools and has already added 13. Unquestionably this reform promises strong impetus to production.

The excellent harvest of the present year will greatly improve economic conditions. Beet sugar is the most important single article of manufacture, and consequently the prospect of a remarkably good beet harvest this year is of especial importance. The industries are steadily regaining ground, and as soon as needful raw material from outside can profitably be secured the return to normal production appears to be assured.

Czechoslovakia's independence after the last war was gained with great hardship on foreign soil, but without bloodshed within its own borders. The declaration of independence was proclaimed October 28, 1918, and the Government organized with Prof. Thomas Garrigue Masaryk as President and a national assembly whose duty it was to prepare a constitution for a permanent Government, which was adopted February 29, 1920. It expresses in modern social and political terms those principles of freedom which the founders of this country set forth in our fundamental law.

The Czecho-Slovak constitution shows the emergence from an aristocratic domination by providing that privileges due to sex, birth, and calling are not recognized. The principle of the protection of the family as the essential unit of the nation is recognized by the provision that "The relation of marriage, the family, and motherhood are under the special protection of the laws." "All religions are equal before the law." A strong democratic spirit permeates the sections of the constitution which deal with the election and powers of

the National Assembly. Suffrage is universal, and the law provides penalties for those who fail to vote.

The eight-hour day, the prohibition of child labor before the age of 14, compulsory education, the regulation of home work, the protection of women in industry, and sickness and unemployment insurance are already established by law.

Thus it would appear that a democratic governmental structure has been set up which gives promise that the advancement of the common welfare can not fail to be continuously the concern of government.

With the aid of many persons a general view of the conditions under which children were living was made possible. A journey from Prague to the eastern end of Sub Carpathia gave opportunity for observation of conditions in smaller cities and the remoter parts of the country.

The greater part of the population of Czechoslovakia lives in the western Provinces of Bohemia and Moravia, and there the level of literacy is high; few if any European nations show a better rate. Slovakia on the contrary had a large illiteracy rate, 27.8 per cent, before the independence; but in the first year of the Republic the Government opened 2,700 new primary schools in Slovakia, in order quickly to reduce this figure.

Naturally language as the primary sign of nationality is profoundly cherished; and while the official language of the Republic is the Czecho-Slovak tongue, by a law which is made part of the constitution the language rights of the ethnic minorities are carefully guarded, so as to preserve the profound sentiment for which they stand while providing at the same time in the Czecho-Slovak language a common medium for general intercourse and public business.

Perhaps no nation gives greater attention to the support of universities and technical schools. In the year 1919–20, the attendance at the universities and technical schools was 21,342; and the number of medical students, 700 of whom came from the neighboring State of Jugoslavia, was so great that the teaching was done by shifts and the laboratories were used the 24 hours around.

Sub Carpathia, at the extreme east of the Republic, has a scattered population; before the war it consisted largely of migrant agricultural laborers who formerly went down to the Hungarian plains directly to the south to work in the growing season and returned for the winter to the mountains, perhaps finding work in timber industries. This class, always poor, has inevitably suffered and still suffers serious privation. Although the Czecho-Slovak Government, the Czecho-Slovak Red Cross, the American Red Cross, and the European Children's Fund are all aiding in the work of relief, the reports of wandering homeless children, of sickness, and helpless misery are of a painful character. It is stated that more than one-half of the population is illiterate, and adequate schools will be established as rapidly as possible.

The Czecho-Slovaks will undoubtedly work out with strong practical wisdom the solution of their social problems, which are on the whole the problems common to all modern countries. At present every social problem is intensified by the conditions created by the war, and none is more urgent and immediate than that of child welfare.

Precise statistical information is not necessary as a preliminary to the immediate and imperative work of relief; but it is well to remember in any discussion of this subject that the usual statistics of population are not available. Czechoslovakia, like the other new central European countries, has new boundaries, and until now no country has been able to do more than estimate the number of her citizens, although a census is to be made this year by Czechoslovakia. Populations have shifted from country to city. It is believed that Prague has almost or quite doubled its population, and as no building has been done since the war began, the crowding is so serious that here, as in other new and crowded central European capitals, notably Warsaw and Budapest, the Government has found it necessary strictly to ration all housing space. Obviously, crowding is unfavorable for children of any age, aiding as it must the spread of contagion, and lowering health and vigor even if actual illness is escaped. We are only too familiar in this country with the moral injury to family life caused by crowded, uncomfortable tenements.

The Czecho-Slovak Government estimates approximately 3,000,000 children under the legal working age of 14, and, although no exact figures are available, there is reason to believe that, due to lessened births and increased deaths, the actual number is far below the normal population under 14.

The Austrian census for 1910 gives a total of 2,962,513 children under 14 years of age for the two Provinces of Bohemia and Moravia, and the children under 14 formed 31.5 per cent of the total population of the two Provinces. Thus, with the present population of Czechoslovakia estimated at 14,000,000, if the proportion of children under 14 remained as in 1910, there would be a population of nearly 4,500,000 children under 14 years of age instead of the estimated 3,000,000, making a loss in children alone of 1,500,000 in six years. While these figures are sheer estimates, there can be no doubt that the last six years have taken a heavy toll of young lives and have greatly altered the usual proportions of a normal population by the lessened birth rate, the war deaths of fathers and young men, and the civilian deaths of old people, a changed balance which deprives many children of natural family protection.

Notwithstanding the war injury, many of the estimated 3,000,000 children are approximately normal. They are safely cared for by good parents; they are in school; they need only such care from the Government as will stimulate sound physical, mental, and moral growth and will afford the wise education necessary for useful productive happy life. If this were not true, the problem would be insoluble.

Among the 3,000,000 it is estimated that 300,000 are war orphans, who naturally claim the care of the Government in degrees varying only with their needs.

But war has changed conditions in many ways. Thousands of fathers have been killed and many mothers have died of the typhus or other diseases due to the hardships of civilian life, so that an unknown number of the families who would be self-supporting in normal times are broken or destroyed and their children are actually homeless and helpless. Thrifty families have exhausted small savings and are unable to meet sickness or accident independently, while this new

poverty renders parents and children less able to resist any further adversity.

For six years children have undergone dwarfing of body and retarding of mental growth; an unknown number suffers from malnutrition and its consequences; an unknown number is tuberculous. Undoubtedly the loss of family life and the breakdown of the accustomed conventions and safeguards have increased the numbers of wayward or delinquent children and young persons. This condition is brought out in the Czecho-Slovak Red Cross report made at Geneva. Although many have escaped injury, the depressing effect of the war upon growing children and youth is nation wide.

In all countries and at all times certain classes of children require the special care and protection of the State for their own safety and for the welfare of society. These are the dependent, other than war orphans, the delinquent, and the defective. Probably the number of these children has not lessened but rather increased proportionately.

Reports prepared by the ministry of social welfare in the spring of the present year stated that the death rate among babies was rising and that although the Czecho-Slovak Society for the Protection of Mothers and Infants was helping to care for over 150,000 of the babies under 2 years of age, there were still 127,000 who needed help; that of the 2,500,000 children between 2 and 14 nearly 700,000 were in need of relief—of which number 500,000 received food from the European Children's Fund, while 174,000 others were not reached.

Details are given showing the increase in tuberculosis and the inadequacy of the existing sanatoria and hospitals. An important organization to combat tuberculosis, called the Masaryk League, has been started on a nation-wide plan. The members are able and devoted but need large funds in order to do the prompt work the emergency requires.

The report of the ministry of social welfare calls attention also to the needs of the middle class, whose savings are exhausted.

The report emphasizes the need of moral protection for boys and girls:

> Most of all our youth suffered. Deprived of the guidance of the fathers and the care of the mothers, who had to stand day and night in lines in front of the shops waiting for their ration of food; in many cases also without a regular school attendance, the children were left entirely to the influences of the streets. The increase in the number of youthful criminals and of young girls abandoned to prostitution is terrifying.

Greater efforts to protect and save delinquent young persons are urged, and the need for them of adequate schools and organizations adapted to reform and education is pointed out. The report contains these words:

> The economic consequences of the war are incalculable, but it appears that the effect the war had on morals is equally disastrous.

The constitution authorizes ministries but leaves functions to be defined later by law. As it will be seen from the foregoing that extraordinary duties in regard to children must now devolve upon the Czecho-Slovak ministry of social welfare and its children's bureau, it was desired that suggestions should be submitted as to the character and scope of the necessary child-welfare legislation. Ac-

cordingly the writer prepared a memorandum in which an effort was made to adapt the best fruits of experience in the United States to the needs of another country. It was offered with a strong sense that a more intimate acquaintance should precede the attempt to do more than offer general principles. The paragraphs especially referring to the ministry of social welfare follow:

1. The Government through the ministry of social welfare is responsible for the welfare of the children of the Republic. Through the children's bureau of the ministry it shall be empowered to make investigations and reports upon all matters pertaining to the welfare of children.

2. It shall maintain, through the children's bureau, a staff of qualified inspectors to report upon the conduct of all public and private institutions and associations having to do with children, including asylums and all institutions for children whether normal, sick, defective, delinquent, or dependent, and including especially the care of children placed out or boarded out in families.

3. It shall license all new philanthropic associations or institutions for children. It shall first ascertain the need of the proposed activity, the responsibility, competency, and resources of the association or institution proposed, with the purpose of preventing unnecessary or ill-advised undertakings and expenditures. It may refuse a license for cause. It may withdraw a license for cause at any time.

4. It may allow subventions from the national treasury to associations and institutions caring for children, but only when the methods of the association or institution are approved, its usefulness recognized, and license issued.

5. No subventions for child welfare should be paid from the Government treasury save with the approval of the ministry of social welfare.

6. The ministry as a result of its studies and investigations may from time to time formulate by-laws as to standards of child welfare to be maintained by all agencies receiving subventions, and when such by-laws are approved by the President of the Republic they shall have the effect of law.

7. It is the duty of the ministry of social welfare, through the children's bureau, to inspect all institutions for children maintained by the Republic and to report annually to the President as to their efficiency and adequacy, with information as to their needs.

8. The inspectors and other authorized representatives of the ministry of social welfare shall have for the purposes set forth in this memorandum the right of entry into all institutions and the right to investigate the management of all associations and institutions receiving subventions.

9. The names and records of all children cared for outside of their own houses and maintained by public or private funds in other homes or working for their keep without apprenticeship shall be reported to the children's bureau. This list shall be confidential and shall be inspected only upon permission of the children's bureau. It shall be maintained to establish the identity and relationship of children so as to safeguard their rights.

10. With the approval of the President of the Republic and on recommendation of the ministry of social welfare, the children's bureau may be directed to take over any needed activity for the social

welfare of children which is not performed adequately or which is found to be necessary and is not performed.

11. The welfare of children requires the harmonious cooperation of various agencies. Experience shows that duplicating, confusion, and consequent waste of energy and money result from the failure to secure an orderly plan of cooperation.

It is therefore submitted that a program committee be created, to consist of designated representatives of the ministries of social welfare, education, health, industry, and justice. It shall be the duty of this committee to prepare from time to time, as the needs of various groups of children may require, plans to meet the requirements so far as the cooperation of the agencies represented by the respective ministries may be essential thereto, and the respective ministries shall upon approval of the plans cooperate in their execution.

12. No children over 2 years of age shall be retained in an almshouse or in other institutions for adults, but shall be placed in an institution only if necessary and, if practicable, in a family home. A by-law to this effect is desirable as soon as it can become practicable.

POLAND AND OTHER COUNTRIES.

Before leaving Washington your authorization for visits to such other central European countries as might be practicable was given. Although it was evident that the time at command would permit only the briefest stays, it was felt that the bureau's understanding of international child-welfare problems might be aided by visits, however limited.

While in Czechoslovakia official invitations were received to visit Poland and Jugoslavia. A short time was spent in Poland. Unfortunately, because of transportation difficulties it was possible to spend only a few days in Jugoslavia, and to go no farther than Belgrade. Something was seen of the operation of relief organizations from the United States and other countries and of the management of the permanent child-welfare activities in Budapest, Berlin, and Vienna. The greatest courtesy was shown in every country and full opportunities were given to see all that was possible in the time at command. The aid most graciously given by both officials and private citizens is deeply appreciated. In Czechoslovakia and in Poland the secretaries of the American Y. W. C. A. were exceedingly helpful.

The United States may well be proud of the work done by its relief organizations. They have saved innumerable lives and alleviated great misery. It should be remembered also that this contribution must not cease in those areas, where great need still exists.

A deep impression was made by the generous activities of the relief agencies of the neutral and allied nations who have labored throughout central Europe, and who are providing hospitality in their own countries for many thousands of children from Vienna and other parts of Austria and Hungary. But above all, the visitor is awed by the unmeasured devotion and skill with which citizens in all the war-harassed nations have themselves labored since 1914 to protect their children. The appreciation of American help, the ingenuity and success with which, aided by American food and clothing, they carry on vast child-welfare activities with great competency, were both touching and inspiring.

In the organization of the European Children's Fund feeding stations, the American directors could not praise too highly the unsparing volunteer work of the women of the local committees, upon whom, especially in the villages, great responsibility rested.

"I am here at 4.30 every morning," cheerfully said the mayor's wife, who was chairman of the feeding-station committee in a remote town, where the supplementary meal was a breakfast.

The emergence of the new democracies of central Europe creates in the United States a double interest—first, because as a Nation we can not but feel a profound sympathy with those who have now secured the political liberty for which our forefathers were obliged to fight 150 years ago; and second, because millions of our citizens have helped most generously in men and money to win the new freedom their old home lands enjoy and are deeply rejoiced by the result. "I have come back to see my family," said a prosperous American on his way to his father's farm in Slovakia, "but I would not want to come back if my country were still under another country."

Five new nations of central Europe lie like spans of a bridge from the Baltic to the Adriatic—Poland on the north, then Czechoslovakia, with Austria and Hungary to her south, and Jugoslavia still to the south and reaching to the Adriatic. If the hopes engendered by the war are realized, this great area will support in peace many nationalities, chiefly branches of the Slav race, under separate democratic governments, but with the age-long quarrels ended, the fighting over, the barricades down, and with the assurance of a new and greatly enriched life for the children of the future. Plainly that day is not yet. New States, made up of Provinces separated more or less violently from long-established, imperial, and highly centralized control, have first of all the difficult task of constructing the mechanism of their new government and their external policy—the more truly democratic they are, the greater this task.

Constructive government policies need time and thoughtful ripening and peace in which to grow. Yet these countries have enjoyed no such favoring circumstances. War and the danger of war, confusion within and without, have been too much their portion since the Great War ended.

The world knows the universal poverty and hunger which exist, even where war is stayed; and for two years already many countries, according to their resources, have poured into central Europe food and many kinds of help, though enough to meet the needs can never be furnished from without.

Under the burden of poverty, economic confusion, and actual war, the new nations must go on developing governmental and social institutions; to stand still is to increase the difficulties.

Of all this, Poland is an example. Had her civilian population been undisturbed by further war, had they enjoyed adequate food and a good financial basis, the work of organizing a democratic republic would have been an exacting task.

One hundred and fifty years ago, as our national existence began, the partition of Poland took place, and the Kingdom was divided among Germany, Austria, and Russia. Thenceforward Poland's children were obliged to learn the language of their various conquerors. In the Czar's country to teach Polish was punishable with exile to

Siberia, and nowhere was it tolerated as the language of education. However deep the underlying sense of racial unity, however strong the common aspiration for a modern democratic national existence, it was inevitable that deep cleavages should be made by the passage of 150 years under the control of empires with differing types of education, of government, and of life. The welding of these three parts can not be done overnight; it needs the new constitution now being framed, new uniform laws and institutions, general education, and, above all, peaceful industrial and agricultural development.

Other countries of central Europe have new Provinces added on by the peace treaty, and they have in some cases far more difficult tasks of amalgamation. All require time and quiet, and the wonder is that the internal confusion is no greater.

The new Poland has created a temporary Diet, the duty of which is to write a constitution. This task has been much interrupted and delayed; but it is of interest to quote from a communication of one of the women members of the National Diet the following provision which was adopted by the drafting committee:

WARSAW, *May 15, 1920.*

* * * I am very glad to inform you that it is exactly at this morning's meeting of the constitutional committee of our Diet that I had the pleasure of having carried through the following motion:

That it be enacted in our constitution that "Every child deprived of parental tutorship or either morally or physically neglected shall have the right to the State's protection and tutorship. A special law will precisely determine the obligation of the State in this respect, and it will secure to every mother in need of help the State's protection before the birth of her child and during its infancy.

"No parent can be deprived of his parental authority without a judiciary sentence."

Already ministries of health, labor, and education are in action, and a children's bureau has been established in the ministry of labor. Poland feels the national necessity of universal free public elementary schools and of returning in her schools to the Polish tongue. A moment's thought shows how great a matter this is to a country with an estimated population of 24,000,000, now terribly impoverished, and burdened with a large percentage of illiteracy. It was estimated that 26,000 new teachers were needed. They must be trained to teach and to teach in Polish; schoolbooks must be written in Polish and printed; new school buildings are imperative. Naturally schooling can not be delayed without increasing still further the ignorance which all the democratic countries of central Europe agree can not be longer tolerated. And what is true of the school needs in Poland is more or less true of all the other new central European countries, where, with the exception of a few former Provinces, general free schools are unknown.

In Poland the visitor sees examples of excellent child-welfare work done in a modern spirit but under the greatest physical difficulties; under favoring circumstances an important development may be anticipated in that country.

The juvenile court of Warsaw was seven months old and was the creation of the judge, who had never seen any court but his own. It was equipped with simplicity and was apparently conducted by the judge with the wise human kindliness which is recognized as the

essential of a successful court. The information was given that juvenile courts were in operation in three other cities of Poland.

In Warsaw is located a home for Jewish children conducted on a self-government plan which for genuine effectiveness in bringing out the best qualities of the individual child the writer has never seen excelled.

On the outskirts of Warsaw were seen two institutions which illustrated the vast child-welfare tasks which Poland must undertake. One had in charge hundreds of very young children who had been rescued from the crowded tenements of Warsaw in the cold of the preceding winter. A number of tenement houses in the outskirts had been taken over, made clean and sanitary, and were used to shelter the children. Near by a great sand dune gave healthful sunny play spaces. This admirable hospital-home was one of the activities of a society of Warsaw women.

In another suburb of Warsaw a thousand children, largely refugees from Vilna and elsewhere, were cared for and were being brought back to normal existence. With a small school for boys as a nucleus, houses had been taken in the same neighborhood for a central kitchen, for schoolhouse, and for dormitories for girls and for boys. Great hardships had been endured by many, but the physical signs were slowly being erased, and perhaps less easily the moral injury was healing. "Some of these boys had become veritable bands of little brigands," said the chairman of the national committee in charge of this refuge and others. The chairman estimated that the children under the protection of his committee numbered 200,000—"and they are not all," he added. There seemed to be an excellent free spirit in the whole administration.

Dr. Thaddeus Kopec, of Warsaw, was the head of the goutte de lait stations in that city, which weighed and measured the babies systematically, furnished milk, advised mothers, and showed results of cheering excellence. The station visited, with devoted young doctors in attendance, was so clean, the progress of the babies so evident, that it would have been creditable anywhere, and seemed there little short of marvelous under the existing limitations.

In 1917, Dr. Kopec, in charge of the out-service of the Charles and Maria Hospital for Children, noted a sudden breakdown in the health of the poorer children of Warsaw. He describes the condition of 1,631 dispensary children under 5 years of age whose weight, strength, and health were under careful observation during 1917 and 1918.

Dr. Kopec reports that after the babies were 6 months old the mothers were usually unable to nurse them, and the babies lived on bread and potato soup, often made only from peelings and without fat. From this time the weight diverged noticeably from the normal. The children from 2 to 3 years of age weighed about two-thirds the normal weight for those ages.

Dentition began early but was delayed after the age of 9 months, and 13 per cent had no teeth at the age of 17 months.

As to walking and the proportion of normal children among those observed, he says:

I omit the first year of life, because then even in normal conditions not every child begins walking, but in the second year, and in its first quarter, normally the child walks. With us in this period only 16 per cent of the children walked; in the second quarter of the second year 29 per cent, in the third quarter 45

per cent, and in the fourth quarter 55 per cent; thus at the end of the second year a little over one-half of the children under observation were walking. In the third year no improvement was apparent. In the fourth year the percentage of walkers reached 65 per cent. In the fifth year 69 per cent were walking, but 27 per cent stopped walking because of emaciation and general debility, and 4 per cent had never begun to walk.

In regard to structure, the percentage of well-built, well-grown, physically developed children was 29 per cent in the first year of life; in the second it ranged from 10 to 13 per cent.

Nearly all the children had at least a trace of rickets.

Consumption occurred in the second year of life in 14 per cent of the children, in the third year in 17 per cent, in the fourth year in 26 per cent, and in the fifth year in 37 per cent; i. e., every third child had tuberculosis.

It must be borne in mind that Dr. Kopec's description is of children of the poorer classes as seen in a clinic. The condition of many children is, of course, by no means so appalling.

In Warsaw excellent children's hospitals were seen. One gave unusual attention to the training of nurses, and the buildings were planned with extraordinary skill to avoid cross infection. The writer was told of a remarkable private school in Warsaw conducted by a woman of teaching genius, and a beautiful exhibit of the art work of children selected from schools throughout Poland was visited.

In Budapest were shown many children's hospitals where devoted physicians and nurses were at work. The lack of equipment, such as bed linens, bandages, soap, made the cleanliness and sweetness of the wards seem almost miraculous. And the representative of the American Red Cross stated that throughout the country the hospitals were admirably managed but sadly hampered by lack of supplies. It is believed that before now the paper and other makeshifts used for surgical dressings have been replaced by hospital supplies furnished by the American Red Cross.

In Jugoslavia the Parliament is drafting a new constitution. Already, however, ministries of education, health, and social welfare have been established. Under the ministry of social welfare is a children's welfare bureau, and a governmental program of nation-wide application is in preparation. It was of special interest to note the large amount of volunteer work done by the Serbian women in the economical administration of the fund raised in this country, which among other activities supports at home with their mothers 2,400 children whose fathers were Serbian officers killed in the war. Unfortunately time did not permit observation of the work for children outside Belgrade.

The lack of precise information as to the actual numbers of children in need is accentuated here because of the paralysis of means of transportation, which in the remoter parts have never been modernized and now must be created afresh or developed for the first time.

In this country the task of uniting different populations heretofore separate is one of great importance. Universal education will, of course, aid, and need of schools is deeply felt, since schools were suspended in Serbia in 1912, and a generation of children must be rapidly taught the elements of education in order to avoid an increased illiteracy.

Here as elsewhere interest was shown in the methods adopted in the United States for the protection of children and in the develop-

ment of public-health nursing, the effectiveness of which has been proved by American nurses with the various relief organizations.

The desire and purpose was expressed in Jugoslavia and in other countries by Government officials and others to send young persons to the United States for special study of child-welfare methods or for graduate courses in public health and other subjects of practical value to the new democracies. A few students selected because of special qualifications are already in this country, in England, and in certain continental cities.

After observation of the intelligent interest and modern spirit of those interested in the various phases of child-welfare work in the countries visited the writer is convinced that one of the greatest services promising permanent results which can be rendered is to make possible the sending of educated young persons here for purposes of study in our schools of applied social science and of public health. Such students can select and carry back from foreign study that which best fits their home conditions.

IMPORTANCE OF CORRELATED STUDIES OF CHILD WELFARE IN CENTRAL EUROPE.

The visitor is impressed not only with the unbounded devotion of the civilian efforts to protect children in the war areas and their great effectiveness under the most depressing condition but also with the fact that much of the underfeeding and social injury has taken place under the observation of scientific authorities of the highest standing, who have unsparingly devoted themselves to practical amelioration, and whose observations would have great weight if summed up and published. The practical effect of scientific research pursued under the pressure of war food shortage is illustrated by the immediate adoption of Pirquet's new feeding systems in the kitchens of the Vienna European Children's Fund. From scientific studies in all the phases of child life touched by the war we may look not only for immediate help in solving the various urgent problems now confronting the countries of central Europe but also for data invaluable for other purposes.

Moreover, the scientific contribution to child welfare in Europe is important in its bearing upon the welfare of every country to which may come immigrants from central Europe, and with the present increasing immigration from central Europe to the United States, the welfare of the children of those countries is a matter of immediate concern to us.

STUDIES OF UNDERFEEDING.

The most obvious war consequence is, of course, the continent-wide phenomenon of underfeeding. Some of its results are known, others can not be known to this generation. It is already seen that far more than physical injury is involved. Occasional reports have been published by men overwhelmed with practical duties, and mention is made of the lack of data and the need of wider study.

Dr. Thaddeus Kopec, to whose work reference has previously been made, says:

> It would be very important to have the largest number of children examined by the same physician, who would limit himself to fundamental types without going into particulars.

Dr. R. Hamburger, assistant at the pediatric clinic of the University of Berlin, in an article entitled: "The Feeding of German Children in War Time and at Present," states that bad conditions of the masses of the people particularly endanger children and adds:

When we want to consider the effect of the food on the entire mass of the children of Berlin, no extensive comparative investigations are known to have been made, because of the censorship.

Reports are not comparable and are sometimes apparently contradictory. Thus the Deutscher Verein für Schulsgesundheitspflege in 1917 addressed a memorial to the governments of all the German federated States calling attention to the fact that, although the health of infants and children of preschool age seems not to be affected by war conditions, the health of school children, especially in large cities and industrial centers, has deteriorated. According to Dr. Kopec, the Polish children, at least of the poor classes in Warsaw, showed very serious symptoms from the age of 6 months on.

A year later, in 1918, Dr. Walter Kaupe, children's physician in Bonn, in Monatschrift für Kinderheit Kunde,[8] says:

Every physician dealing with infants or connected with an infant asylum will agree that at present breast-fed infants do not gain in weight as much as they did in former years. These unsatisfactory results of both breast and artificial feeding are not due to the quality of the mother's milk, as this has been proved to be the same, not to the quantity, as this was found to be sufficient, not even to the decrease of carbohydrates in the mother's milk, as this has not taken place.

The author comes to the conclusion that the war conditions produced changes in the mother's milk the nature of which is still unknown.

The following extract is from a speech by Dr. Leopold Moll, in charge of the Reichsanstalt für Mütter- und Säuglingsfürsorge (National Institute for Maternity and Child Welfare) in Vienna.[9]

The physical condition of the infants and little children brought to the center has been showing a striking deterioration within the last year. The children are so weak that they perish in spite of breast feeding. A number of diseases are on the increase, including mental disturbances. The causes are not definitely ascertained yet, but are probably undernourishment and mental anxiety of mothers.

Dr. Moll is an authority of international reputation and author of a number of reports. His statements are based on experience gained at the above consultation center.

STUDIES OF BEHAVIOR AND DELINQUENCY.

The war effects upon the conduct of children and young persons have been mentioned in the report of the Ministry of Social Welfare of Czechoslovakia to the League of Red Cross Societies quoted above. The precocious delinquency of boys and girls referred to in that report apparently is a general phenomenon varying in intensity, doubtless, with the lack of social and family protection and the degree of hardship experienced.

Repeated reference has been made by Belgian observers to the continuing subtle moral injury which results when children are reared

[8] Vol. 15, No. 1, pp. 83–88.
[9] Summary of speech given in Zeitschrift für Kinderschutz und Jugendfürsorge, June–July, 1920, p. 125.

under conditions which make truly meritorious the breaking of laws imposed by invaders and which compel constant deceit.

Dr. Albert Hellwig, juvenile judge in Frankfort-on-Oder, published in 1916 a study entitled "The War and Youthful Criminality" (Der Krieg und die Kriminalität der Jungendlichen), and in 1919 a second, entitled "The Protection of Youth from Influences Unfavorable to Moral Development" (Der Schutz der Jugend vor Erziehungswidrigen Einflüssen). In both volumes he uses a large amount of material showing the increase of juvenile delinquency as a result of the war, and in the second he undertakes the important duty of showing the protection necessary.

Edward Golias published in 1919 a pamphlet showing the increase of juvenile delinquency in Austria and Hungary. His data, however, do not go beyond 1916.

A few studies have been made in England of the social conditions accompanying juvenile delinquency in war time.

How far the lack of food and physical welfare is responsible, how far the absence of fathers and the breakdown of the family is accountable, in what degree the lack of schooling, how far the excitement and abnormal social conditions of war have unsettled nervous and mental balance and hence led to delinquency, are among the questions whose answers would be useful in the readjustment to peace conditions in every country, in the establishment of the new laws and institutions which are urgently necessary.

The studies thus far made are chiefly from the approach of the physician, but other scientific observations are also necessary, including those of the educator and the student of applied social science.

The approach of the anthropologist to the problem of child development is important and has immediate practical bearing upon the care of dependent children and other matters. So far as we are aware, no studies from that point of view have been undertaken in the war areas, although attention has lately been called to their importance by international authorities.

STUDIES OF CHILDREN IN INDUSTRY.

The physical effects of industrial life upon children have been little studied, although before the war European observers had begun to write upon it, and at least one study was under way in the United States.

Dr. Ludwig Teleky, of Vienna, presented a paper on Age Problems in Industrial Hygiene at the meeting of the International Congress of Hygiene and Demography held in Washington in 1912, in which he urged the importance of studying the effects of industrial occupations upon the physical welfare of children.

Prof. Giovanni Loriga, of the University of Rome, wrote a monograph upon the Labor of Children and the Growth of the Body, which was published by the Italian Labor Bureau in 1910.

In this country, under the direction of Dr. Helen T. Woolley, a series of measurements of school and working children in Cincinnati has been conducted for some years, and a preliminary report was published in 1914. In 1916 the scanty material then available on this subject was reviewed by Helen L. Sumner (Woodbury), of the Children's Bureau, in an address before the American Academy of

Medicine, which later offered a prize to be awarded in 1921 for the best study of the subject.

The reports of the medical officers who examine children for work certificates in a few cities in this country have already made plain the immediate practical value of such studies by the reports of their own work, showing the need of fuller knowledge of the effect of work and the need of expert examiners. The most recent discussions of this subject were those held at the Children's Bureau conferences on standards of child welfare in 1919. Dr. Emma MacKay Appel, examining physician under the Chicago Board of Education, and Dr. George P. Barth, director, School Hygiene Bureau, Milwaukee, emphasized the practical necessity of "safeguarding the physical condition of the child when he leaves school to go to work."

Dr. D. L. Edsall, dean of the Harvard Medical School, at the same meeting pointed out that children, and those in the earlier years immediately following childhood, are peculiarly prone to develop a latent tuberculosis, and they must therefore be protected from dangers that are likely to excite tuberculosis, "which is the great danger beyond all other medical dangers." "Children are also peculiarly prone to the effects of general physical strain and to the effect of postural strains—a fact sometimes overlooked in regulations."

At the conclusion of the 1919 conferences a committee on standards of normal development and physical fitness for working children was appointed.

The committee has made a preliminary report which includes a statement as to the need of authoritative scientific investigation of the effects of industrial employment upon the development and welfare of children.[1]

The intelligent protection of the health of working children and the studies upon which that protection should be based are subjects of increased urgency wherever marked underfeeding and hardship have prevailed for a period covering the war and postwar years of the child's life. In the scattered reports available on present conditions in Europe the following is found which bears directly upon the question. The apparent result of the double strain of growth and of hard physical labor has been noted among both town and rural boy workers in an article by Dr. Albert Frome, superintendent of the surgical clinic of the University of Gottengen, who reports numerous cases of a new disease of the bones, occurring mainly in the large cities, but also in rural districts. Its victims seem to be mostly boys 15 to 18 years old who are doing heavy physical work. Its symptoms resemble those of rickets, and it is therefore called by some "late rickets." Recently the number of cases increased to such an extent that the disease can be considered endemic, in the opinion of the author and of a number of his colleagues. The prevalence of the disease among adolescents is ascribed by the author to their growth and to the fact that they should receive more energy than they spend. The fact that the disease is prevalent among boys doing hard physical work is emphasized.

The extent of this sign of breakdown, or other signs, such as tuberculosis, which may attack boys and girls beginning hard work

[1] See p. 740.

after years of undernourishment; the best way to cope with them so as to restore, if possible, the natural vigor of this generation—are questions for concerted and immediate study and action.

It is significant that Dr. Ludwig Teleky, of Vienna, who was one of the first to urge the importance of studying the physical effects of industrial life upon children, is now, as reported, devoting himself solely to tuberculosis.

Studies of the effect of occupational strains upon these children should prove of special value in determining the effect of such strains upon normal children; those occupations which produced no serious ill effects upon these children with impaired constitutions should be given a clear bill of health, while those which proved too severe for weakened constitutions should be given further study to determine the effect upon children with sound constitutions. Studies should be continued over a term of years; for children reaching the age of 14 within the next 10 years must be considered as within the class subject to the hazards entailed by war hardships, in addition to the usual industrial hazards, whose dangers Dr. Teleky pointed out before the war and whose study he urged then because both human welfare and industrial efficiency were, in his opinion, involved.

Such studies are, of course, primarily the concern of scientific observers; but under the present conditions a working arrangement should be reached with adequate relief organizations, so that prompt service, whether public or volunteer, could be insured for the cases of breakdown or threatened danger. Thus far, since the end of the war, little opportunity or occasion to study this question has existed, because of the delays in reestablishing industry. But a slow return to normal conditions is already perceptible, and the time is near when the physical effect of industrial labor upon children and youth will be tested under new conditions.

Conferences between authorities on various aspects of scientific study involved in child welfare would doubtless suggest other and perhaps more important considerations.

A picture of the results of the war upon the children of central Europe, drawn with scientific faithfulness, would be of world-wide service.

Although political and economic understandings between the various States have not yet reached completion, the understanding among men of science is always complete; and a correlated study of the welfare of children would certainly enlist the aid of those who, in every country, are interested in this great matter and who for the last six years have devoted themselves to the service of the young.

Whether an international office, a Government, or a private scientific foundation should furnish the necessary initiative is perhaps immaterial. The important consideration is that a way should be found to organize an international study of the effects of the war upon children by the cooperation of the best authorities in every country.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

REPORT

OF THE

COMMISSIONER OF NATURALIZATION

REPORT

OF THE

COMMISSIONER OF NATURALIZATION.

U. S. DEPARTMENT OF LABOR,
BUREAU OF NATURALIZATION,
Washington, July 1, 1920.

SIR: There is presented herewith a report of the operations of the Naturalization Service for the fiscal year just ended. So far as it is practicable to do this, the information, both on the score of brevity and of economy, is presented in tabulated form, from the various aspects necessary to give to the student as well as the casual reader a complete and comprehensive view of the entire situation.

As indicated in the last annual report, there has been, naturally, a marked effect, numerically at least, upon naturalization by the great war. A part of this is readily traceable in the issuance of certificates to those aliens engaged in and honorably discharged from military service during that war. It is, of course, impossible to trace directly to the same cause and report in a separate distinct table the hundreds—perhaps thousands—who, as an indirect result of the same moving cause, have sought and obtained American citizenship. Any doubt upon this point will be removed by a comparison of the figures, given in a table which follows, which show that 166,925 petitions were filed by aliens in civil life during the year. This represents an increase of 55 per cent over the number of similar papers filed last year, and an excess of 34,605 over the corresponding figures for 1917, heretofore the "banner" year in this respect. These figures are exclusive of the 51,972 military petitions filed and certificates issued during the year under consideration.

Beyond doubt much of this reported increase results from the citizenship training branch of the bureau's work, operating through the agency of the public schools of the States, and to some extent through the volunteer work by some of the large employers of foreign labor, but these activities are in turn largely the result of the war. They also show the folly and the risk of trusting to a court order alone for assurance that the elements of loyal citizenship are possessed by holders of certificates of naturalization. It is a vast stride forward when it is realized that the raw material of citizenship can no more effectively be converted into the finished product by judicial process than by similar means alone the like result can be attained in the conversion of any other raw material into its final completion for effective use.

THE WORK OF THE COURTS.

The number of naturalization courts given in the next table varies slightly from the figures reported last year, showing a reduction of 35, but, as will be seen further on, the amount of work accomplished shows a large increase.

TABLE 1.—*Courts exercising naturalisation jurisdiction.*

Court.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920
State....	2,016	2,177	2,247	2,270	2,277	2,238	2,177	2,175	2,136	2,100	2,046	2,088	2,056
Federal..	228	217	227	229	250	201	203	202	209	222	219	218	215
Total.	2,244	2,394	2,474	2,499	2,527	2,439	2,380	2,377	2,345	2,322	2,265	2,306	2,271

The above table shows a gradual reduction since 1912 in the number of State courts exercising naturalization jurisdiction, due to the fact that where conditions warranted such jurisdiction was transferred to the Federal courts. A slight increase is noted in 1919, as certain State courts assumed naturalization jurisdiction for the purpose of naturalizing soldiers under the acts of May 9, 1918, and July 19, 1919.

In Table 2 there is given, by States and Territories and the District of Columbia, the number of judicial orders of admittance and rejection, as well as certain general reasons for the denials. The total of petitions disposed of was 141,297, which exceeds those reported last year by 39,155.

The denials reported were also in excess by 2,467 over those reported last year. As will be seen from the note appended to Table 2, some of them were the result of conditions growing out of the war.

TABLE 2.—*Certificates of naturalization, exclusive of military naturalizations, issued and denied in the various States and Territories, with reasons for denials, fiscal year ended June 30, 1920.*

State or Territory.	Certificates denied, and reasons therefor.															Certificates granted.	Total petitions disposed of.	Percentage of denials.
	Already a citizen.	Immoral character.	Incompetent witnesses.	Insufficient residence.	Ignorance.	No certificate of arrival.	Declaration invalid.	No jurisdiction.	Petitioner's motion.	Premature petition.	Want of prosecution.	Unable to produce witnesses or depositions.	Deceased.	Section 2169.	Miscellaneous.	Total.			
Alabama	4	1	2		1		9		2		14		1		4	38	242	280	14
Alaska								1			7		1		1	10	192	202	5
Arizona	1	6	10								27		1		12	57	152	209	27
Arkansas	1		9	2		1	1		2		6	1			1	24	92	116	20
California	28	38	133	2	13	15	13	11	12		217	5	4	1	66	554	3,689	4,243	13
Colorado	4	4	20	2			5	3	5		54		9		12	118	830	948	12
Connecticut	32	33	28	5	67	7	4	1	17	9	182	5	19			409	3,332	3,741	11
Delaware	1	1	4	1	1		1				6				11	26	150	176	15
District of Columbia	5	5	1		1		1				17	1	1		1	33	286	319	10
Florida	2	1	3			1	13		3		25	1	4		3	56	162	218	26
Georgia	1	1	3	1	1	1	4		1		99				4	116	128	244	48
Hawaii					1											1	170	171	.6
Idaho	4	2	20	5	5		4	3	3		[2]		5	1	6	70	298	368	19
Illinois	56	103	306	12	79	12	265	27	23	1	771	25	25	1	[a]315	2,021	12,755	14,776	14
Indiana	10	25	67	5	12	2	81	2	4	3	101	4	17	7	73	413	1,484	1,897	22
Iowa	28	8	128	11	9	16	15	11	16	1	73	10	6		[b]110	452	1,483	1,935	23
Kansas	3	3	68	2	10	5	7	4	3	1	27	2	7		[c]75	217	545	762	28
Kentucky			3		1		4	1	1	4	9		1			25	160	185	14
Louisiana	2	4	1	2			11		3		13		1		2	39	393	432	9
Maine	4	3	17	2		5	1	2		3	39	6	4		11	102	1,332	1,434	7
Maryland	6	1	5				30		3		29		1		1	76	837	913	8
Massachusetts	57	24	30	9	216	4	2	2	25	7	239	8	21	2	7	653	11,810	12,463	5
Michigan	45	52	137	25	11	2	138	9	4	2	229	31	27		113	825	5,287	6,112	13
Minnesota	53	217	17	19	7		14	1	19		114	9	30		21	521	3,369	3,890	13
Mississippi	1						1				6				2	10	52	62	16
Missouri	5	8	50	2	17	4	7	1	14	1	48	3	5		[d]71	236	737	973	24
Montana	32	47	86	10	10	4	17	16	46	1	92	5	11		1	378	1,294	1,672	23
Nebraska	26	4	82	5	5	5	10	9	16	3	73	1	5		[e]62	306	1,569	1,875	16
Nevada	8	1	19		2		5		4		15				3	57	90	147	39
New Hampshire	10	3	11	6	7	2			3	6	39	2	1		3	93	1,286	1,379	7
New Jersey	27	24	229	31	63	3	252	6	24	4	241	1	32		258	1,195	9,197	10,392	11

TABLE 2.—*Certificates of naturalization, exclusive of military naturalizations, issued and denied in the various States and Territories, with reasons for denials, fiscal year ended June 30, 1920*—Continued.

State or Territory.	Certificates denied, and reasons therefor.																Certificates granted.	Total petitions disposed of.	Percentage of denials.
	Already a citizen.	Immoral character.	Incompetent witnesses.	Insufficient residence.	Ignorance.	No certificate of arrival.	Declaration invalid.	No jurisdiction.	Petitioner's motion.	Premature petition.	Want of prosecution.	Unable to produce witnesses or depositions.	Deceased.	Section 2169.	Miscellaneous.	Total.			
New Mexico	1	1	2	1	.....	2	3	2	3	1	7	.....	4	.....	3	30	66	96	31
New York	75	111	309	34	614	18	313	16	25	7	845	2	50	.....	655	3,074	30,510	33,584	9
North Carolina	.....	.....	1	2	.....	1	3	.....	.....	.....	2	1	.....	.....	1	11	51	62	18
North Dakota	13	36	6	.....	.....	3	4	2	7	1	25	4	5	1	2	109	694	803	14
Ohio	14	2	55	7	11	1	7	1	12	7	129	5	13	.....	21	285	3,353	3,638	8
Oklahoma	.....	.....	28	3	5	4	7	.....	3	.....	11	4	1	.....	f20	86	153	239	36
Oregon	6	34	26	4	3	.....	14	5	12	.....	67	.....	5	.....	4	180	659	839	21
Pennsylvania	24	7	121	8	12	7	100	7	28	1	307	6	34	.....	104	766	14,526	15,292	5
Porto Rico	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1	12	13	8
Rhode Island	7	7	.....	5	.....	1	.....	.....	5	.....	9	.....	4	.....	1	39	3,265	3,304	1
South Carolina	1	1	1	.....	1	.....	3	.....	1	.....	12	.....	1	.....	.....	21	50	71	30
South Dakota	13	15	6	8	2	1	10	.....	2	.....	26	3	4	.....	2	92	472	564	16
Tennessee	4	3	2	.....	3	1	1	.....	3	.....	4	.....	3	.....	7	31	118	149	21
Texas	20	3	20	2	18	6	104	3	14	1	84	1	13	.....	34	323	964	1,287	25
Utah	6	2	6	1	2	1	12	4	5	.....	35	1	2	.....	7	84	485	569	15
Vermont	12	2	1	.....	1	.....	.....	.....	1	.....	15	3	.....	.....	.....	35	400	435	8
Virginia	4	.....	.....	.....	.....	.....	22	.....	2	.....	23	1	2	.....	.....	54	305	359	15
Washington	15	62	121	9	5	11	15	18	42	1	71	4	8	.....	4	386	1,772	2,158	18
West Virginia	2	.....	10	2	1	2	3	1	7	.....	34	1	2	.....	1	66	249	315	21
Wisconsin	24	68	64	8	13	1	246	12	14	1	121	11	33	.....	96	712	3,775	4,487	16
Wyoming	15	3	20	5	1	1	1	1	2	.....	11	4	4	.....	2	70	434	504	14
Total	707	976	2,298	258	1,231	150	1,783	182	443	71	4,662	171	427	13	2,214	15,586	125,711	141,297	11

Specially reported as denied because pleaded alienage to avoid military service: (*a*) 40; (*b*) 76; (*c*) 36; (*d*) 52; (*e*) 32; (*f*) 9.
Specially reported as denied because not attached to Constitution: (*a*) 42; (*b*) 12; (*c*) 15; (*d*) 2; (*e*) 8; (*f*) 1.

Another class of petitions, neither granted or denied, were those continued for further hearing, upon the personal fitness of the petitioner, or for completion of his petition, and were thus carried over into the next year for final action.

In Table 3 the number of such continuances, and the causes therefor, are reported.

TABLE 3.—*Continuances, by naturalization districts.*

District.	Ignorance of government.	Illiteracy.	Nonappearance.	Other causes.	Total.
Boston	1,290	437	51	3,756	5,534
New York	948	99	.....	8,415	9,462
Philadelphia	445	281	3,030	534	4,290
Washington, D. C	[1] 846	(?)	.....	473	1,319
Pittsburgh	1,344	10	.....	979	2,333
Chicago	1,505	49	.....	2,699	4,253
St. Louis	1,752	18	1,667	5,059	8,496
St. Paul	1,500	.....	2,011	1,880	5,391
Denver	135	43	421	372	971
San Francisco	1,242	2	5,660	1,352	8,256
Seattle	809	79	.....	956	1,844
Total	11,816	1,018	12,840	26,475	52,149

[1] Includes illiteracy continuances.

Here again the figures show an increase from those reported last year, 44,687 to 52,147. Of the last-mentioned number, attention is called to the fact that 12,840 were continued because of "nonappearance" by the petitioners at the time set for hearing. In a former report some wonder was expressed that so many of the petitioners were dismissed for continued nonappearance. Doubtless the same fate will be experienced in many of the reported continuances, for nonappearances. One of the bureau field officers has furnished the reason, which is not because the petitioners had lost desire to become citizens, but because of their knowledge that investigation by the examiner had disclosed facts respecting them which they realized the courts would consider sufficient reason for denials, and because some of such petitions were filed by aliens who later became American soldiers and were naturalized in the various camps.

As suggestive of the results of training for citizenship, it is of interest to note that but 1,018 hearings were continued on the score of ignorance, as compared with 846 in the next preceding year, although the number of petitioners had so largely increased.

The next succeeding table shows no marked variance from the corresponding figures reported last year, a fact attributable to various causes, the chief of which is the marked reluctance both of the courts and of the law officers of the Government to disturb or question an order of admittance to citizenship. This attitude, which the bureau believes to be detrimental to good administration, results from an erroneous assumption that an order of court upon a petition for naturalization is virtually identical as to its finality with orders or decrees in courts at law or equity between contesting parties thereto. The least of the evils resulting from this view is the retention of citizenship by persons not entitled thereto, either because of personal disqualifications or because of neglect to comply with some of the express statutory requirements upon which the gift of citizenship

is conditioned. The chief objection to it, from an administrative point of view, is that it results in varying methods of applying the law in different courts. Thus the "uniformity" of the rule of naturalization is destroyed and the practice of the numerous courts varies according to the unreviewed decisions, leaving both the public and the administrative office in uncertainty as to the correct construction of the law. It is obvious that good administration is comparatively indifferent as to the result of an order granting citizenship, or the reverse, so far as it affects the individual case, but it is indispensable that it should be free from doubt or uncertainty as to the correct construction of the law which it is its duty to administer and, furthermore, that this can be attained only by resort to courts of final review of individual cases which are in conflict with each other or in apparent disregard of statutory provisions.

TABLE 4.—*Cancellation cases.*

District.	Pending July 1, 1919.	Referred to United States attorneys.	Handled without reference to United States attorneys.	Certificates canceled.	Dismissed.	Discontinued.	Violations which under circular No. 107 were not prosecuted.	Pending.
Boston	6	5	2	8	.....	.....	.....	5
New York	10	5	19	12	.....	2	1	19
Philadelphia	3	1	20	21	.....	.....	.....	3
Washington, D. C.	40	.....	25	18	4	11	.....	32
Pittsburgh	8	2	8	10	.....	.....	.....	8
Chicago	19	.....	11	5	.....	5	.....	20
St. Louis	6	3	16	18	.....	1	.....	6
St. Paul	2	.....	19	18	.....	.....	.....	3
Denver	9	1	9	9	.....	.....	.....	10
San Francisco	15	3	4	5	3	.....	1	13
Seattle	12	4	6	8	.....	2	1	11
Total	130	24	139	132	7	21	3	139

As a means of understanding the importance of the issues raised, there are given below summaries of three opinions rendered by United States circuit courts of appeal during the year and two delivered by the United States district courts. The last named were upon original hearings and the results attained were satisfactory to the bureau, but do not control other courts. Whenever a contrary view is announced it is incumbent upon the Government to institute suit to cancel, and in the event of refusal by the United States district court in which instituted to grant the motion, to appeal from such denial to the appropriate circuit court of appeals for final judgment. There is, in fact, no other way to settle finally and authoritatively what the law is, as between disputed views thereon. The three cases from the circuit court of appeals were taken from district courts, which, in two cases, denied the Government's motion for cancellation and in one case granted it.

IN RE LOEN. 262 FED., 166.

(United States District Court, Western District of Washington, Northern Division, December 27, 1919—No. 5943.)

Alien who surrendered declaration of intention to evade military service not entitled to citizenship.

Though applicant, who had declared intention to become citizen, surrendered same and made affidavit of willingness to return to Norway, his native country, in support of military exemption claim, was inducted into military service, and before his claim was disposed of the armistice was signed, and he was discharged, *held*, that despite act June 29, 1906, section 4, as amended by act of May 9, 1918, and by act July 19, 1919, providing for admission to citizenship of any person of foreign birth who served in the military or naval forces in the United States and had been honorably discharged, applicant can not be admitted to citizenship; his conduct showing desire to avoid burdens of citizenship instead of loyalty to United States.

Naturalization proceeding. In the matter of the application for citizenship of Knut Sigfred Loen. Application denied with prejudice.

John Speed Smith, chief naturalization examiner, of Seattle, Wash.

Neterer, district judge.

This applicant, while serving at Camp Lewis, declined to become a citizen, although requested to do so. In declaring his intention to become a citizen, he had under oath declared his willingness to renounce all allegiance to foreign sovereignty. By that oath he solemnly swore it to be his bona fide intention to transfer his citizenship and allegiance. This implied willingness and intention to defend the flag, to support the Constitution and laws of the United States; and, when invitation was extended, he declined to do so, thereby repudiating his declared intention and asserted under oath his preference for his native country. He failed to meet the test. It was not until all danger was past, when the armistice was signed, that he made up his mind to again knock at the door of his country and ask to be admitted to citizenship. Nothing appears to indicate a change of sentiment or feeling of regret for his former refusal to become a citizen. Any person unwilling to pledge his hands, his heart, his life, to the service and preservation of the Government of the United States, first and always, is unworthy to be admitted to citizenship.

The application is denied with prejudice, and before he can be admitted to citizenship he will have to serve a probationary period which will justify a court to conclude that he is in truth and in fact attached to the principles of the Constitution and the laws of this country.

IN RE ELLIOTT. 263 FED., 143.

(District Court, Southern District of Texas.)

Aliens—68. Applicant for naturalization returning to this country in 1913 must file certificate of arrival.

An alien coming to the United States in 1882, but thereafter living for 17 years in Mexico, where he registered at the British consulate as a British subject, and returning to the United States in 1913, must file a certificate of arrival with his petition for naturalization, as required by act June 29, 1906, section 4, subdivision 2, in the case of aliens arriving in the United States after the passage of that act.

The filing of a certificate of arrival by one applying for naturalization under act of June 29, 1906, is compulsory and jurisdictional.

Act of June 29, 1906, requiring the filing of a certificate of arrival by applicants for naturalization arriving in this country subsequent to its passage, is not concerned with arrivals which are merely incidental to passage through the country, but only with those arrivals made the basis of a claim to citizenship.

Application by Dr. Richard Christopher Elliott for naturalization. On final hearing. Petition dismissed.

Hutcheson, district judge.

Petitioner emigrated from Ireland in 1882, arriving in United States same year, where he continued to reside until 1896, without taking any steps to become a citizen. In 1896 he moved to Mexico, where he maintained a home and engaged in the practice of medicine. About 1910 he registered at the British consulate, at Monterey, Nuevo Leon, Mexico, as a British subject.

In 1913 he returned to the United States, filed his declaration of intention and later his petition for naturalization without a certificate of arrival, claiming that within the meaning of the act of June 29, 1906, he arrived in the United States in 1882.

This contention I think both the statute and the reasons which underlie citizenship proceedings negative. Broadly speaking, three things are requisite for the conferring of citizenship: (1) Declaration of intention to become a citizen, made at the proper time and in the proper way; (2) a requisite period of continuous residence; (3) proper accrediting. In this case Dr. Elliott satisfies each of these requisites by proof dating, not from the year 1882, the period of his first arrival, but from the year 1913, the date of his arrival from the Republic of Mexico, and this the logic of the facts compelled him to do. Had he sought to claim his citizenship from the time of his entry in 1882 his claim of continuous residence would have been defeated by his 17 years' absence in Mexico, and his claim of intention to become a citizen of the United States would have been defeated by his registering with the British consul as a British subject in 1910.

For this court to dispense with the certificate of arrival, it must hold that the petitioner did not arrive in the United States after 1906. In the face of petitioner's own application and proof, this would be not only a difficult but an impossible thing to do. The act of 1906 is not concerned with arrivals in the United States which are merely incidental to the passage of persons into and through the country. It is only concerned with those arrivals which are made the basis of the claim to citizenship. The petition is dismissed without prejudice.

SCHURMANN V. UNITED STATES. 264 FED., 917.

(Circuit Court of Appeals, Ninth Circuit. May 3, 1920. No. 3422.)

1. Aliens—71½. New, vol. 7 Key-No. Series. Statute authorizes suit to cancel naturalization cerificate issued under earlier laws.
2. Utterances of alien of German birth during war held to justify cancellation of certificate.

Appeal from the District Court of the United States for the Territory of Hawaii; Horace W. Vaughan, judge.

Suit by the United States against Frank H. Schurmann. From a decree canceling a certificate of naturalization, defendant appeals. Affirmed.

Before Gilbert and Hunt, circuit judges, and Wolverton, district judge.

Hunt, circuit judge.

Complaint alleges that the certificate of citizenship was procured by fraud in that at the time Schurmann, a native of Germany, made the oath of allegiance he falsely and fraudulently swore that he absolutely renounced and abjured all allegiance and fidelity to every foreign prince, potentate, state, or sovereignty whatever, and particularly to the Imperial German Government and William II, German Emperor, whereas Schurmann did not, at the time and place stated, absolutely and entirely abjure and renounce all allegiance and fidelity to every foreign sovereignty, but did then and there fraudulently reserve and keep in whole or in part his allegiance and fidelity to the Imperial German Government and to William II, German Emperor.

Evidence was introduced to prove disloyal statements made by Schurmann and propaganda distributed by him intended to create sentiment and to prevent the United States from going to war with Germany. The court directed cancellation of the certificate.

Under the circumstances of the case, the only way of arriving at what the fidelity and allegiance of Schurmann were in December, 1904, is by trying out his attitude of mind and heart in the later years of 1916 and 1917, when, under then existing conditions, men were especially aroused to give uterance to their real sentiments and to avow loyalty to one or another of the belligerent nations. It was in the crucial times of 1917 that the respondent failed in the fundamental obligation to his oath of true faith and allegiance in 1904.

Conclusion is that the district court was justified in canceling the certificate.

UNITED STATES V. VOGEL. 262 FED., 262.)

(Circuit Court of Appeals, Second Circuit, Dec. 10, 1919—No. 29.)

Aliens—68. Power of court to grant amendment of naturalization petition.

Where an alien in his declaration of intention, and later in his petition for naturalization, erroneously stated the sovereignty to which he owed allegiance, which allegiance, as required by statute, he "particularly" renounced, the court is without power on hearing of his petition, by an order nunc pro tunc, to allow amendment of the declaration and petition, to date back to the time of their filing.

Appeal from the District Court of the United States for the Southern District of New York.

Petition by Albert Vogel for naturalization. From an order granting naturalization and dismissing its petition for cancellation of certificate, the United States appeals. Reversed.

Francis G. Caffey, United States attorney, of New York City (Julian Hartridge, of New York City, of counsel), for the United States.

Frank Case Hayden, of New York City, for appellee.

Before Rogers, Hough, and Manton, circuit judges.

Manton, circuit judge.

Appellee was born in Benningen, Germany. His declaration of intention and petition for naturalization both recited that he was born in Benningen, Germany, and in them he made the usual oath renouncing allegiance to any foreign sovereign, particularly the Emperor of Germany. When he appeared in open court to complete his naturalization, appellee testified that he was a French citizen. An order was granted nunc pro tunc striking out the words "William II, Emperor of Germany," and substituting the words "French Republic," and a decree was entered admitting appellee to citizenship.

The naturalization act provides that an alien shall renounce "particularly by name to the prince, potentate, state, or sovereignty of which he was before a citizen or subject" at the appropriate time in each instrument. It is not within the power of courts, in our opinion, to vary this rule and permit the applicant at a later time to recognize his mistake and ask to change it, for to do so would be permitting the applicant to declare his intention of renunciation at a time other than when making his application.

It was the intent of Congress to have such renunciation of the particular foreign sovereignty made contemporaneously with the execution and filing of each of the necessary instruments, and the court is without power later to permit a change to date back by granting an order nunc pro tunc. For the court to do so, we think is reading into the statute a permission which is tantamount to a trespass upon the executive domain; nor can the court say which steps must be complied with and which may be omitted in compliance, and which may be corrected if error creeps in. To permit such power in the court would frustrate the whole act; it would place the power of the court above the terms of the act. We think the court below was without the power to grant the order nunc pro tunc, and erred in admitting the appellee to citizenship.

UNITED STATES V. KRAMER. 262 FED., 395.

(Circuit Court of Appeals, Fifth Circuit, Dec. 23, 1919—No. 3453.)

Aliens—71½. New, vol. 7 Key-No. Series. Sufficiency of evidence of fraudulent naturalization.

That a naturalization certificate was obtained fraudulently and not in good faith may be established by subsequent acts and statements of the naturalized citizen, showing his disloyalty and continued adherence to his foreign sovereign.

Appeal from the District Court of the United States for the Western District of Texas; Duval West, judge.

Suit by the United States against Herman Kramer for cancellation of naturalization certificate, because of seditious and disloyal statements subsequently made, evidencing the fact that the representations he made under oath at the time of his admission to citizenship were not in good faith; that he declared under oath that he would obey the Constitution and laws of the United States and bear true faith and allegiance to same; that he then and there renounced forever all allegiance to any foreign sovereign, particularly the Emperor of Germany, but falsely declared that he did so for the purpose of obtaining the rights, privileges, and protection of American citizenship, without assuming or intending to assume any of the duties. The bill was dismissed, the court holding that the evidence was wholly insufficient in equity to sustain a decree because the disloyal statements were made long after defendant's citizenship was granted.

Foster, district judge.

The statute, under the provisions of which defendant was admitted to citizenship, provides that if a naturalized citizen returns to the country of his nativity, or goes to any other foreign country, and takes permanent residence therein, within five years after his certificate of citizenship is issued to him, it shall be prima facie evidence of lack of intention to become a permanent citizen at the time of filing his application for citizenship, in the absence of countervailing evidence. Congress thereby clearly indicated that subsequent acts of a naturalized citizen would be

sufficient evidence of his fraudulent intention at the time of his admission. If mere removal is sufficient evidence of fraud, why not subsequent acts of disloyalty, or statements indicating his want of allegiance? A conspiracy to defraud is usually proven by showing what the defendants did after the date upon which the conspiracy is alleged to have been formed, and the jury may consider such evidence in opposition to the testimony of defendant on the question of intention, and render a verdict of guilty upon it. The proof makes out a prima facie case of the disloyalty of defendant and shows his continuing allegiance to the German Emperor.

American citizenship is a priceless possession, and one who seeks it by naturalization must do so in entire good faith, without any mental reservation whatever, and with the complete intention of yielding his absolute loyalty and allegiance to the country of his adoption. If he does not, he is guilty of fraud in obtaining his certificate of citizenship.

Reversed and remanded.

There is next presented a tabulated statement of the number of prosecutions under the penal provisions of the law, which speaks for itself. These provisions have "teeth" in them, but it is left to individual opinion to decide whether the "teeth" are to be resorted to as often as they should be invoked, or whether the naturalization law is to be conspicuously free from those violations of law, such as perjury, for example.

TABLE 5.—*Results of prosecutions for violations of the naturalization laws.*

District.	Prosecutions.		Nol-prossed.	Acquittals.	Number of fines.	Jail sentences.	Both fines and jail sentences.	Sentences suspended.	Amount of fines including costs.	Pending.
	Pending from last year.	During fiscal year.								
Boston										
New York	19	5		1		4				19
Philadelphia	4	1				1				4
Washington, D. C.	1	1					[1] 1		$300.00	1
Pittsburgh		2		1						1
Chicago	3		1		[2] 1				14.15	1
St. Louis	1		1							
St. Paul		3	1							2
Denver										
San Francisco	1									1
Seattle	2					1				1
Total	31	12	3	2	1	6	1		314.15	30

[1] United States district court, Pensacola, Fla., $300 and 30 days in jail.
[2] United States district court, northern district of Illinois, Chicago, fine $10, costs $4.15.

In addition to the certificates of naturalization granted to petitioners from civil life and shown in Table 6, following, there were also granted similar papers to aliens in the United States military service, in 1918, 63,993; in 1919, 128,335; and during the year just closed, 51,972, and the total of military certificates ordered was 244,300. These with the number granted to aliens in civil life since the service was organized total 1,256,860.

TABLE 6.—*Statement showing number of certificates of naturalization granted and denied fiscal years 1908 to 1920.*

	1908	1909	1910	1911	1912	1913
Granted	25,963	38,372	39,206	56,257	69,965	82,017
Denied	3,330	6,341	7,781	9,017	9,635	10,891
Total	29,293	44,713	46,987	65,274	79,600	92,908

	1914	1915	1916	1917	1918	1919	1920
Granted	105,439	96,390	93,911	94,897	87,456	89,023	125,711
Denied	13,133	13,691	11,927	9,544	12,182	13,119	15,586
Total	118,572	110,081	105,838	104,441	99,638	102,142	141,297

WORK OF THE CLERKS OF COURTS.

While Tables 7 and 8 include papers filed by aliens in civil life only, they represent the actual work of the clerks of naturalization courts in this respect, for those in the military service were exempted from the requirement to file declarations of intention, and the petitions were frequently prepared by volunteer clerks detailed from the soldiers at the various Army camps, under the supervision of examiners of the Naturalization Service. In fact this work could have been done in no other way, as the number of clerks of courts was insufficient to even discharge promptly the civilian work, and, moreover, the law exempted the military petitioners from payment of any fees.

TABLE 7.—*Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal year ended June 30, 1920, by States and Territories.*

A.—DECLARATIONS OF INTENTION FILED.

State or Territory.	Number of courts.			First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.		
	Federal.	State.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Grand total.
Alabama	3	6	9	87	.....	87	103	.....	103	122	1	123	59	.....	59	371	1	372
Alaska	10	.....	10	140	.....	140	93	.....	93	85	.....	85	98	.....	98	416	.....	416
Arizona	2	12	14	30	212	242	48	135	183	51	99	150	40	59	99	169	505	674
Arkansas	7	32	39	34	4	38	39	5	44	48	9	57	22	5	27	143	23	166
California	3	57	60	2,030	1,831	3,861	1,986	1,111	3,097	2,202	1,864	4,066	1,197	829	2,026	7,415	5,635	13,050
Colorado	2	61	63	300	251	551	287	243	530	305	307	612	172	149	321	1,064	950	2,014
Connecticut	2	10	12	427	1,125	1,552	450	1,265	1,715	603	1,264	1,867	409	943	1,352	1,889	4,597	6,486
Delaware	1	3	4	96	7	103	135	2	137	162	3	165	75	3	78	468	15	483
District of Columbia	.....	1	1	.....	118	118	.....	177	177	.....	220	220	.....	126	126	.....	641	641
Florida	7	16	23	139	5	144	166	23	189	167	21	188	174	15	189	646	64	710
Georgia	9	9	18	74	5	79	128	2	130	158	2	160	120	2	122	480	11	491
Hawaii	1	7	8	28	29	57	28	15	43	104	21	125	51	15	66	211	80	291
Idaho	4	42	46	41	129	170	50	149	199	28	148	176	25	91	116	144	517	661
Illinois	4	112	116	733	5,042	5,775	750	4,509	5,259	216	7,031	7,247	201	4,487	4,688	1,900	21,069	22,969
Indiana	3	93	96	90	866	956	64	1,183	1,247	64	1,103	1,167	34	721	755	252	3,873	4,125
Iowa	6	101	107	30	593	623	18	535	553	47	767	814	19	374	393	114	2,269	2,383
Kansas	3	103	106	17	187	204	9	222	231	26	476	502	17	295	312	69	1,180	1,249
Kentucky	10	18	28	127	9	136	50	11	61	88	8	96	49	15	64	314	43	357
Louisiana	6	22	28	232	23	255	256	17	273	197	26	223	219	21	240	904	87	991
Maine	1	15	16	175	226	401	147	229	376	117	253	370	92	266	358	531	974	1,505
Maryland	1	20	21	369	200	569	402	156	558	499	219	718	557	108	665	1,827	683	2,510
Massachusetts	1	17	18	2,698	2,214	4,912	2,165	2,314	4,479	3,161	2,995	6,156	2,904	1,981	4,885	10,928	9,504	20,432
Michigan	4	86	90	1,098	5,812	6,910	1,043	4,731	5,774	1,123	4,231	5,354	1,227	6,135	7,362	4,491	20,909	25,400
Minnesota	6	89	95	163	1,321	1,484	209	1,497	1,706	218	1,903	2,121	135	938	1,073	725	5,659	6,384
Mississippi	7	13	20	55	2	57	21	3	24	45	3	48	24	2	26	145	10	155
Missouri	8	99	107	381	53	434	459	81	540	631	84	715	385	63	448	1,856	281	2,137
Montana	2	51	53	3	636	639	9	660	669	10	488	498	5	369	374	27	2,153	2,180
Nebraska	1	93	94	.....	345	345	.....	429	429	.....	689	689	.....	432	432	.....	1,895	1,895
Nevada	1	17	18	.....	128	128	1	81	82	.....	133	133	2	85	87	3	427	430
New Hampshire	1	11	12	19	299	318	7	340	347	18	234	252	12	229	241	56	1,142	1,198
New Jersey	2	21	23	283	4,021	4,304	122	3,777	3,899	261	4,392	4,653	317	3,693	4,010	983	15,883	16,866
New Mexico	1	26	27	1	55	56	1	46	47	8	53	61	1	67	68	11	221	232
New York	4	72	76	2,883	10,994	13,877	3,128	12,850	15,978	3,191	16,106	19,297	3,961	20,150	24,111	13,163	60,100	73,263
North Carolina	10	16	26	27	11	38	26	10	36	52	13	65	33	5	38	138	39	177
North Dakota	3	53	56	.....	255	255	.....	276	276	.....	329	329	.....	346	346	.....	1,206	1,206
Ohio	5	84	89	2,601	3,624	6,225	1,784	2,639	4,423	2,472	3,309	5,781	1,575	2,478	4,053	8,432	12,050	20,482

Oklahoma	2	70	72	11	52	63	9	85	94	18	118	136	14	66	80	52	321	373
Oregon	1	36	37	122	443	565	140	620	760	150	766	916	99	369	468	511	2,198	2,709
Pennsylvania	3	64	67	3,199	5,385	8,584	4,434	4,306	8,740	5,609	4,611	10,220	3,597	5,723	9,320	16,839	20,025	36,864
Porto Rico	2	.....	2	17	.....	17	16	.....	16	15	1	16	22	3	25	70	4	74
Rhode Island	1	4	5	608	49	657	434	104	538	551	189	740	597	90	687	2,190	432	2,622
South Carolina	5	5	10	26	.....	26	30	7	37	50	4	54	52	2	54	158	13	171
South Dakota	1	64	65	3	204	207	1	219	220	2	380	382	1	197	198	7	1,000	1,007
Tennessee	6	14	20	68	3	71	87	1	88	94	1	95	46	1	47	296	6	301
Texas	24	90	114	376	218	594	312	168	480	398	182	580	322	141	463	1,408	709	2,117
Utah	1	29	30	3	137	140	4	202	206	7	228	235	2	176	178	16	743	759
Vermont	1	11	12	15	13	28	126	24	150	92	18	110	107	34	141	340	89	429
Virginia	10	19	29	436	10	446	482	11	493	484	2	486	435	16	451	1,857	39	1,876
Washington	6	37	43	894	679	1,573	978	1,196	2,174	1,166	1,272	2,438	629	613	1,242	3,667	3,760	7,427
West Virginia	8	34	42	119	126	245	130	198	328	157	177	334	249	262	511	655	763	1,418
Wisconsin	2	71	73	114	1,246	1,360	85	1,425	1,510	167	1,535	1,702	156	1,556	1,712	822	5,762	6,284
Wyoming	1	20	21	51	142	193	25	169	194	34	158	192	10	105	115	120	574	694
Grand total	215	2,056	2,271	21,473	49,339	70,812	21,477	48,498	69,975	25,473	58,446	83,919	20,549	54,851	75,400	88,972	211,134	300,106

B.—PETITIONS FOR NATURALIZATION FILED.

Alabama	3	6	9	32	.....	32	84	.....	84	57	.....	57	41	.....	41	214	.....	214
Alaska	10	.....	10	50	.....	50	39	.....	39	45	.....	45	40	.....	40	174	.....	174
Arizona	2	12	14	5	20	25	14	72	86	17	31	48	24	72	96	60	195	255
Arkansas	7	32	39	17	10	27	24	3	27	22	9	31	11	4	15	74	26	100
California	3	57	60	297	563	860	338	940	1,278	362	871	1,233	470	922	1,392	1,467	3,296	4,763
Colorado	2	61	63	57	103	160	104	150	254	107	182	289	108	182	290	376	617	993
Connecticut	2	10	12	213	627	840	341	892	1,233	275	752	1,027	371	855	1,226	1,200	3,126	4,326
Delaware	1	3	4	40	2	42	56	3	59	44	1	45	49	3	52	189	9	198
District of Columbia	.....	1	1	.....	58	58	.....	98	98	.....	111	111	.....	106	106	.....	373	373
Florida	7	16	23	51	9	60	59	11	70	75	7	82	99	5	104	284	32	316
Georgia	9	9	18	26	3	29	52	2	54	36	2	38	52	.....	52	166	7	173
Hawaii	1	7	8	31	7	38	27	10	37	12	7	19	13	1	14	83	25	108
Idaho	4	42	46	18	61	79	25	82	107	18	59	77	28	91	119	89	293	382
Illinois	4	112	116	133	2,512	2,645	236	3,281	3,517	131	3,356	3,487	169	3,856	4,025	669	13,005	13,674
Indiana	3	93	96	36	337	373	23	544	567	25	669	694	8	710	718	92	2,260	2,352
Iowa	6	101	107	19	254	273	15	555	570	23	393	421	16	465	481	78	1,667	1,745
Kansas	3	103	106	3	130	133	15	179	194	20	404	424	17	366	383	55	1,079	1,134
Kentucky	10	18	28	37	5	42	58	11	69	71	6	77	55	15	70	221	37	258
Louisiana	6	22	28	103	38	141	174	27	201	126	12	138	162	12	174	565	89	654
Maine	1	15	16	252	324	576	101	346	447	117	217	334	77	258	335	547	1,145	1,692
Maryland	1	20	21	149	97	246	271	147	418	316	125	441	230	80	310	966	449	1,415
Massachusetts	1	17	18	1,257	1,416	2,673	1,291	2,642	3,933	1,448	1,902	3,350	1,524	1,555	3,079	5,520	7,515	13,035
Michigan	4	86	90	113	982	1,095	143	1,377	1,520	164	1,706	1,870	408	1,808	2,211	823	5,873	6,696
Minnesota	6	89	95	101	724	825	115	856	971	168	1,918	2,086	155	1,863	2,018	539	5,361	5,900
Mississippi	7	13	20	24	2	26	15	3	18	22	3	25	34	3	37	95	11	106
Missouri	8	99	107	238	32	270	286	58	344	305	66	371	286	34	320	1,115	190	1,305
Montana	2	51	53	1	352	353	3	459	462	4	377	381	2	579	581	10	1,767	1,777
Nebraska	1	93	94	.....	277	277	.....	416	416	.....	816	816	.....	624	624	.....	2,133	2,133

TABLE 7.—*Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal year ended June 30, 1920, States and Territories*—Continued.

B.—PETITIONS FOR NATURALIZATION FILED—Continued.

State or Territory.	Number of courts.			First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.		
	Federal.	State.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.
Nevada	1	17	18	.....	26	26	.....	46	46	1	21	22	1	64	65	2	157	159
New Hampshire	1	11	12	63	322	385	20	497	517	17	315	332	28	375	403	128	1,509	1,637
New Jersey	2	21	23	83	1,960	2,043	149	2,390	2,539	78	2,050	2,128	127	2,497	2,624	437	8,897	9,334
New Mexico	1	26	27	2	22	24	.....	34	34	.....	61	61	2	38	40	4	155	159
New York	4	72	76	1,164	6,452	7,616	1,941	9,182	11,123	1,702	8,701	10,403	2,110	12,460	14,570	6,917	36,795	43,712
North Carolina	10	16	26	12	2	14	10	9	19	18	.....	18	17	23	40	57	34	91
North Dakota	3	53	56	.....	150	150	.....	189	189	.....	264	264	.....	455	455	.....	1,058	1,058
Ohio	5	84	89	429	861	1,290	710	1,081	1,791	649	941	1,590	590	1,389	1,979	2,378	4,272	6,650
Oklahoma	2	70	72	4	54	58	9	85	94	17	62	79	7	45	52	37	246	283
Oregon	1	36	37	20	146	166	24	242	266	42	340	382	78	257	335	164	985	1,149
Pennsylvania	3	64	67	2,269	1,978	4,247	3,055	1,969	5,024	2,887	1,905	4,792	2,935	1,766	4,701	11,146	7,618	18,764
Porto Rico	2	.....	2	12	.....	12	19	.....	19	9	.....	9	12	.....	12	52	.....	52
Rhode Island	1	4	5	445	239	684	504	611	1,115	473	357	830	823	535	1,358	2,245	1,742	3,987
South Carolina	5	5	10	15	.....	15	15	4	19	23	.....	23	15	.....	15	68	4	72
South Dakota	1	64	65	5	127	132	3	159	162	5	319	324	2	367	369	15	972	987
Tennessee	6	14	20	27	2	29	45	1	46	36	3	39	23	.....	23	131	6	137
Texas	24	90	114	158	96	254	202	133	335	175	262	437	252	205	457	787	696	1,483
Utah	1	29	30	4	69	73	1	109	110	2	121	123	.....	139	139	7	438	445
Vermont	1	11	12	25	2	27	219	28	247	124	7	131	84	21	105	452	58	510
Virginia	10	19	29	74	6	80	117	5	122	108	4	112	108	1	109	407	16	423
Washington	6	37	43	163	146	309	324	346	670	509	413	922	392	404	796	1,388	1,309	2,697
West Virginia	8	34	42	35	65	100	50	71	121	52	63	115	71	74	145	208	273	481
Wisconsin	2	71	73	39	804	843	70	1,107	1,177	99	1,931	2,030	56	1,973	2,029	264	5,815	6,079
Wyoming	1	20	21	7	56	63	7	86	93	6	80	86	9	74	83	29	296	325
Grand total	215	2,056	2,271	8,358	22,530	30,888	11,403	31,548	42,951	11,047	32,222	43,269	12,186	37,631	49,817	42,994	123,931	166,925

C.—CERTIFICATES OF NATURALIZATION ISSUED.

Alabama	3	6	9	73	1	74	25	.....	25	122	.....	122	21	.....	21	241	1	242
Alaska	10	.....	10	66	.....	66	48	.....	48	44	.....	44	34	.....	34	192	.....	192
Arizona	2	12	14	.....	61	61	5	.....	5	1	50	51	23	12	35	29	123	152
Arkansas	7	32	39	2	4	6	47	2	49	12	6	18	14	5	19	75	17	92
California	3	57	60	362	659	1,021	315	414	729	272	714	986	356	597	953	1,305	2,384	3,689
Colorado	2	61	63	62	129	191	111	98	209	83	128	216	97	117	214	358	472	830
Connecticut	2	10	12	127	503	630	366	505	871	202	607	809	240	692	932	1,025	2,307	3,332
Delaware	1	3	4	24	.....	24	41	3	44	45	.....	45	37	.....	37	147	3	150
District of Columbia	.....	1	1	.....	64	64	.....	71	71	.....	54	54	.....	97	97	.....	286	286
Florida	7	16	23	50	.....	50	19	9	28	24	7	31	52	1	53	145	17	162
Georgia	9	9	18	18	1	19	54	.....	54	27	1	28	27	.....	27	126	2	128
Hawaii	1	7	8	33	14	47	55	3	58	43	10	53	12	.....	12	143	27	170
Idaho	4	42	46	14	36	50	28	68	96	18	57	75	21	51	72	81	212	293
Illinois	4	112	116	215	2,359	2,574	397	3,359	3,756	269	2,677	2,946	214	3,265	3,479	1,095	11,660	12,755
Indiana	3	93	96	3	278	281	13	410	423	12	307	319	82	379	461	110	1,374	1,484
Iowa	6	101	107	.....	380	380	49	220	269	6	494	500	43	291	334	98	1,385	1,483
Kansas	3	103	106	13	67	80	1	105	106	.....	178	178	8	173	181	22	523	545
Kentucky	10	18	28	45	6	51	27	.....	27	30	7	37	44	1	45	146	14	160
Louisiana	6	22	28	13	4	17	151	13	164	99	9	108	97	7	104	360	33	393
Maine	1	15	16	58	80	138	214	197	411	106	193	299	74	410	484	452	880	1,332
Maryland	1	20	21	134	94	228	138	53	191	83	73	156	174	88	262	529	308	837
Massachusetts	1	17	18	677	1,035	1,712	1,070	826	1,896	1,871	2,057	3,928	1,876	2,398	4,274	5,494	6,316	11,810
Michigan	4	86	90	150	1,219	1,369	115	908	1,023	104	909	1,013	322	1,560	1,882	691	4,596	5,287
Minnesota	6	89	95	102	588	690	114	763	877	85	703	788	26	988	1,014	327	3,042	3,369
Mississippi	7	13	20	5	6	11	19	.....	19	6	7	13	9	.....	9	39	13	52
Missouri	8	99	107	135	38	173	235	29	264	99	32	131	136	33	169	605	132	737
Montana	2	51	53	.....	458	458	3	293	296	.....	268	268	5	267	272	8	1,286	1,294
Nebraska	1	93	94	.....	253	253	.....	517	517	.....	463	463	.....	336	336	.....	1,569	1,569
Nevada	1	17	18	.....	38	38	7	2	9	.....	42	42	.....	1	1	7	83	90
New Hampshire	1	11	12	42	103	145	37	249	286	.....	248	248	52	555	607	131	1,155	1,286
New Jersey	2	21	23	70	1,690	1,760	106	1,336	1,442	56	2,430	2,486	171	3,338	3,509	403	8,794	9,197
New Mexico	1	26	27	.....	10	10	.....	19	19	.....	7	7	.....	30	30	.....	66	66
New York	4	72	76	1,228	3,015	4,243	1,333	4,700	6,033	2,423	5,855	8,278	1,844	10,112	11,956	6,828	23,682	30,510
North Carolina	10	16	26	2	.....	2	21	2	23	1	1	2	22	2	24	46	5	51
North Dakota	3	53	56	.....	85	85	.....	238	238	.....	3	3	.....	368	368	.....	694	694
Ohio	5	84	89	102	445	547	257	319	576	181	291	472	502	1,256	1,758	1,042	2,811	3,353
Oklahoma	2	70	72	2	34	36	.....	19	19	3	56	59	.....	39	39	5	148	153
Oregon	1	36	37	26	91	117	6	139	145	20	109	129	25	183	208	77	574	651
Pennsylvania	3	64	67	1,070	1,019	2,089	1,656	1,019	2,675	1,676	1,310	2,986	3,787	3,089	6,876	8,089	6,437	14,526
Porto Rico	2	.....	2	6	.....	6	5	.....	5	1	.....	1	.....	.....	.....	12	.....	12
Rhode Island	1	4	5	363	42	405	557	317	874	523	583	1,106	508	372	880	1,951	1,314	3,265
South Carolina	5	5	10	2	.....	2	21	1	22	8	1	9	16	1	17	47	3	50
South Dakota	1	64	65	4	61	65	1	102	103	2	110	112	1	191	192	8	464	472
Tennessee	6	14	20	18	.....	18	39	.....	39	52	.....	52	9	.....	9	118	.....	118
Texas	24	90	114	33	18	51	261	80	341	86	109	195	239	138	377	619	345	964
Utah	1	29	30	64	46	110	2	107	109	1	145	146	2	118	120	60	416	485
Vermont	1	11	12	11	19	30	104	9	113	116	21	137	106	14	120	337	63	400

TABLE 7.—*Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal year ended June 30, 1920, by States and Territories*—Continued.

C—CERTIFICATES OF NATURALIZATION ISSUED—Continued.

State or Territory.	Number of courts.			First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.		
	Federal.	State.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.
Virginia	10	19	29	31	.....	31	66	2	68	196	5	201	5	2	7	298	7	305
Washington	6	37	43	206	178	384	199	118	317	251	185	436	349	286	635	1,005	767	1,772
West Virginia	8	34	42	1	5	6	17	30	47	7	33	40	110	46	156	135	114	249
Wisconsin	2	71	73	69	598	667	78	1,274	1,352	28	424	452	57	1,247	1,304	232	3,543	3,775
Wyoming	1	20	21	6	60	66	4	101	105	9	134	143	4	116	120	23	411	434
Grand total	215	2,056	2,271	5,737	15,894	21,631	8,437	19,049	27,486	9,298	22,173	31,471	11,853	33,272	45,125	35,325	90,386	125,711

It is noticeable that the number of declarations of intention filed during the year shows a marked decrease from the total filed last year, or 300,106, compared with the 346,827 filed last year. This is largely due to the insufficiency of the clerical force in the offices of clerks of courts to dispose of the business presented, a condition that was emphasized by the increased number of petitions filed, which was 166,925, or 59,366 more than reported last year. So serious were the complaints of expensive and fruitless visits to the clerks' offices by candidates for naturalization as to induce an investigation of the cause of the delays in the courts in New York City by a subcommittee of the House Committee on Immigration and Naturalization. As the trouble is the result, almost exclusively, of insufficient appropriations, specific relief might have been anticipated if the inquiry had been conducted by the committee which alone can furnish funds to defray the cost of administration.

The third section of Table 7 varies from the corresponding one in the last annual report. It does not include, but presents in a separate table, the number of certificates of naturalization issued to aliens in the military service. The number shown is 125,711, as compared with a total of 89,023 certificates of naturalization issued to aliens in civil life during the next preceding year, an increase of 36,688.

Here again is presented evidence that explains the reason for delays in the offices of the clerks of court to serve applicants promptly.

There is presented in the next table a statement of the number of aliens in our military service admitted to citizenship during each one of the three years last past, reaching a total of nearly a quarter of a million, or, to be exact, 244,300.

TABLE 8.—*Soldiers naturalized, by States and Territories, under the seventh subdivision act May 9, 1918, fiscal years ended June 30, 1918, 1919, and 1920.*

State or Territory.	1918			1919			1920			Grand total.
	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	
Alabama	1,581	.....	1,581	2,011	508	2,519	.....	46	46	4,146
Alaska	.....	.....	.....	253	.....	253	.....	.....	.....	253
Arizona	467	289	756	.....	161	161	10	93	103	1,020
Arkansas	134	1,056	1,190	14	1,492	1,506	42	166	208	2,904
California	940	2,711	3,651	858	5,894	6,752	1,252	524	1,776	12,179
Colorado	18	.....	18	95	19	114	101	42	143	275
Connecticut	.....	.....	.....	22	191	213	418	1,057	1,475	1,688
Delaware	161	.....	161	45	.....	45	32	.....	32	238
District of Columbia	.....	964	964	.....	3,048	3,048	.....	1,371	1,371	5,373
Florida	326	93	419	1,458	109	1,567	94	3	97	2,083
Georgia	3,117	.....	3,117	6,334	2,048	8,382	233	.....	233	11,732
Hawaii	.....	.....	.....	738	.....	738	.....	.....	.....	738
Idaho	.....	.....	.....	.....	.....	.....	31	48	79	79
Illinois	365	2,119	2,484	4,603	400	5,003	1,113	2,348	3,461	10,948
Indiana	450	.....	450	164	130	294	1	316	317	1,061
Iowa	90	1,133	1,223	39	3,274	3,313	17	56	73	4,609
Kansas	.....	1,877	1,877	.....	2,729	2,729	.....	64	64	4,670
Kentucky	338	.....	338	1,836	.....	1,836	222	3	225	2,399
Louisiana	143	159	302	142	829	971	.....	.....	.....	1,273
Maine	.....	.....	.....	312	2	314	106	157	263	577
Maryland	1,298	173	1,471	.....	3,652	3,652	1	727	728	5,851
Massachusetts	[1]5,085	.....	[1]5,085	9,595	138	9,733	3,089	1,431	4,520	19,338
Michigan	29	3,321	3,350	65	4,209	4,274	206	1,423	1,629	9,253
Minnesota	584	.....	584	77	329	406	73	1,630	1,703	2,693
Mississippi	.....	362	362	.....	707	707	3	1	4	1,073
Missouri	190	.....	190	541	6	547	170	4	174	911
Montana	.....	.....	.....	.....	49	49	.....	598	598	647

[1] Approximate

TABLE 8.—*Soldiers naturalized, by States and Territories, under the seventh subdivision act May 9, 1918, fiscal years ended June 30, 1918, 1919, and 1920*—Continued.

State or Territory.	1918			1919			1920			Grand total.
	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	In Federal courts.	In State courts.	Total.	
Nebraska	752	.....	752	34	14	48	.....	60	60	860
Nevada	.....	.....	.....	.....	1	1	3	105	108	109
New Hampshire	.....	.....	.....	.....	167	167	17	273	290	457
New Jersey	2,688	2,896	5,584	10,223	6,539	16,762	1,168	3,714	4,882	27,228
New Mexico	.....	1,057	1,057	.....	723	723	2	20	22	1,802
New York	499	4,511	5,010	1,238	16,241	17,479	1,726	11,391	13,117	35,606
North Carolina	.....	553	553	185	912	1,097	25	29	54	1,704
North Dakota	.....	.....	.....	.....	19	19	.....	379	379	398
Ohio	2,106	1	2,107	2,213	129	2,342	869	904	1,773	6,222
Oklahoma	.....	1,027	1,027	.....	841	841	.....	10	10	1,878
Oregon	229	84	313	475	487	962	189	84	273	1,548
Pennsylvania	246	271	517	747	124	871	5,372	2,474	7,846	9,236
Porto Rico	.....	.....	.....	28	.....	28	26	.....	26	54
Rhode Island	.....	684	684	58	388	446	428	109	537	1,667
South Carolina	819	3,471	4,290	3,328	1,146	4,474	29	62	91	8,855
South Dakota	.....	.....	.....	.....	2	2	2	214	216	218
Tennessee	25	.....	25	2,082	.....	2,082	29	.....	29	2,136
Texas	4,449	.....	4,449	6,976	120	7,096	592	92	684	12,229
Utah	88	.....	88	68	17	85	13	28	41	214
Vermont	457	.....	457	32	.....	32	85	6	91	580
Virginia	2,344	1,771	4,115	1,506	7,448	8,954	86	164	250	13,319
Washington	2,920	260	3,180	3,655	692	4,347	547	177	724	8,251
West Virginia	52	.....	52	3	2	5	136	150	286	343
Wisconsin	.....	169	169	.....	206	206	162	620	782	1,157
Wyoming	.....	1	1	139	1	140	55	32	87	228
Total	32,990	31,003	63,993	62,192	66,143	128,335	18,775	33,197	51,972	244,300

For the purpose of comparison there is shown in the next table the number of naturalization papers filed in and issued out of the courts during each fiscal year since the service was established 13 years ago.

TABLE 9.—*Number of declarations of intention and civilian petitions for naturalization filed and civilian certificates of naturalization issued, fiscal years 1907 to 1920, with percentages of increase or decrease.*

Fiscal year.	Declarations.			Civilian petitions.			Civilian certificates.		
	Papers filed.	Increase over previous year.		Papers filed.	Increase over previous year.		Papers issued.	Increase over previous year.	
		Number.	Per cent.		Number.	Per cent.		Number.	Per cent
1907 [1]	73,723	.....	.....	21,094	.....	.....	7,953	.....	.....
1908 [2]	137,229	.....	.....	44,029	.....	.....	25,963	.....	.....
1909	145,794	8,565	6	43,161	[3] 868	[3] 2.0	38,372	12,409	48
1910	167,226	21,432	15	55,038	11,877	28.0	39,206	834	2
1911	186,157	18,931	11	73,644	18,606	34.0	56,257	17,051	43
1912	169,142	[3] 17,015	[3] 9	95,627	21,983	30.0	69,965	13,708	24
1913	181,632	12,490	7	95,186	[3] 441	[3] .5	82,017	12,052	17
1914	214,016	32,384	18	123,855	28,669	30.0	105,439	23,422	29
1915	245,815	31,799	16	106,317	17,538	[3] 14.0	96,390	[3] 9,049	[3] 9
1916	207,935	[3] 37,880	[3] 16	108,009	1,692	2.0	93,911	[3] 2,479	[3] 2
1917	438,748	230,813	111	132,320	24,311	22.0	94,897	986	1
1918	335,069	[3] 103,679	[3] 24	110,416	[3] 21,904	[3] 17.0	87,456	[3] 7,441	[3] 8
1919	346,827	11,758	4	107,559	[3] 2,857	[3] 3.0	89,023	1,567	2
1920	300,106	[3] 46,721	[3] 13	166,925	59,366	55.0	125,711	36,688	41
Total	3,149,419	.....	.....	1,283,180	.....	.....	1,012,560	.....	.....
Increase, 1920 over 1908	.....	162,877	119	.....	122,896	279.0	.....	99,748	384

[1] Nine months only. [2] First full year of 12 months. [3] Decrease.

TABLE 9a.—*Statement showing both civilian and military naturalization papers filed during fiscal years 1918, 1919, and 1920.*

Fiscal year.	Petitions.			Certificates.		
	Civilian.	Military.	Total.	Civilian.	Military.	Total.
1918	110,416	63,993	174,409	87,456	63,993	151,449
1919	107,559	128,335	235,894	89,023	128,335	217,358
1920	166,925	51,972	218,897	125,711	51,972	177,683
Total	384,900	244,300	629,200	302,190	244,300	546,490

If due weight is given the figures reported, which show unmistakably that the clerks' offices are burdened beyond their capacity, the reduction in the number which are habitually delinquent in rendering reports of their operations will appear especially encouraging. In Table 10 but 260 are reported as habitually delinquent during the year just ended, out of a total of 2,271; while the figures for the previous year were 320 delinquents out of a total of 2,306 clerks' offices.

TABLE 10.—*Number of courts, by States and Territories, exercising naturalization jurisdiction and the number which are habitually delinquent in accounting for naturalization business transacted.*

State or Territory.	Exercising jurisdiction.	Habitually delinquent.	State or Territory.	Exercising jurisdiction.	Habitually delinquent.
Alabama	9	1	Nebraska	94	10
Alaska	10	.....	Nevada	18	2
Arizona	14	.....	New Hampshire	12	.....
Arkansas	39	15	New Jersey	28	.....
California	60	2	New Mexico	27	2
Colorado	63	4	New York	78	5
Connecticut	12	.....	North Carolina	26	9
Delaware	4	1	North Dakota	56	2
District of Columbia	1	.....	Ohio	89	3
Florida	23	7	Oklahoma	72	25
Georgia	18	6	Oregon	37	.....
Hawaii	8	.....	Pennsylvania	67	4
Idaho	46	6	Porto Rico	2	.....
Illinois	116	16	Rhode Island	5	.....
Indiana	96	5	South Carolina	10	1
Iowa	107	3	South Dakota	65	2
Kansas	106	6	Tennessee	20	8
Kentucky	28	7	Texas	114	29
Louisiana	28	9	Utah	30	7
Maine	16	.....	Vermont	12	1
Maryland	21	2	Virginia	29	13
Massachusetts	18	.....	Washington	43	1
Michigan	90	6	West Virginia	42	8
Minnesota	95	2	Wisconsin	73	1
Mississippi	20	5	Wyoming	21	2
Missouri	107	21			
Montana	53	1	Total	2,271	260

Such delinquencies are both expensive and embarrassing. It necessitates the writing of many additional letters by the bureau, and makes every numerical statement issued by the bureau, including its annual report, subject to amendment as the delayed reports trickle in from the procrastinating offices. This, however, is a minor evil as compared with the actual failure to function in caring for the wants, often pressing to a degree, of aliens striving to become citizens, on the part of the clerks' offices. That it is not the fault of the latter

in nowise mitigates the evil or satisfies the disappointed applicant whose chances of comprehending and becoming attached to American institutions are obviously decreased by the conditions he encounters. He has his witnesses, he offers their and his testimony and the prescribed fees, after having waited in dire physical discomfort through hours which meant much additional and unnecessary expense to him for a chance to make his request, but is told, unavoidably, that the office is doing all it can and he must, therefore, come another day. Such experiences oft repeated cools the ardor of the aliens, if it does not arouse their wrath, and makes the once coveted status of American citizenship a thing to be despised and rejected. They can not understand that this procedure is not a malicious time-wasting device, unless it be a covert suggestion to "oil the machine" resorted to by adminsitrative officers for personal emolument. That those officers are overtaxing their time and endurance to avoid such delays is nothing to them; their sense of wrong is everything. To explain that the delay is due to the economy of Congress in providing funds to adequately dispose of the work does not right their sense of wrong or bring them one step nearer to their objective, even if it were possible for them to comprehend the distinction between the supply and the executive branches of our Government. With them, in their simplicity, it seems that no question of economy in public expenditures can be involved, as they have in hand and actually tender the fees prescribed by law. They are not so simple, however, that they can not comprehend their financial loss caused by such delays. They would gladly pay double the fees charged if they could get the service. In point of fact, they do often pay such extra fees—to hangers-on in the clerks' offices who profess to have the knowledge of ways to get them a hearing in advance of earlier comers, for a paltry consideration, say, $25.

This condition is not fanciful, but is actual, as essential and integral a part of this report as any table of figures presented herein. It is not the part of an official report to characterize the causes which result in such conditions as those set forth herein. Its functions are limited to reporting facts in connection with its administrative work and asking for funds to enable it to discharge its duties properly and efficiently.

It will be sufficient to quote, in this connection, a statement by the chief examiner of the New York district that, in consequence of the lack of an adequate clerical force, the conditions had become almost as deplorable as before the Government assumed the control of naturalization.

WORK OF EXAMINERS.

While the failure to discharge fully and promptly the functions imposed upon them in the field work does not produce such conspicuous ill effects as have been shown to follow insufficient force in the offices of the clerks of courts, the results of lack of sufficient personnel in the force of examiners are no less detrimental to a proper enforcement of the law. Much of the work has to be done by correspondence, which increases greatly the office work of each district headquarters, and letters fail to accomplish in many cases what might readily be done by personal attendance upon court hearings, and adjustments of accounts, etc., in the clerks' offices.

This branch of the service has not only been restricted by insufficient appropriations to enlarge the personnel adequately, but it has been subjected to heavy losses by the resignation of a number of its trained officers who have left the service to accept positions which pay better salaries and impose less arduous labor.

The restricted compensation, which the bureau has been unable with the funds supplied for its use to increase measurably with the present cost of living, is in the case of field officers, who are constantly traveling, actually decreased by the arbitrary limitation of $4 per diem on the amount that may be allowed them for board and lodging when absent from their stations on official business.

It needs no argument to sustain the opinion that the losses to the service from this cause can not in years be made good, and, when training at the expense of the Government and good service has brought the new men up to the standard of efficient officers, business enterprise stands ready again to take them at higher rates of compensation.

In view of this situation the bureau believes that the present expenditures are grossly extravagant, because they fail to pay for indispensable service to accomplish the purpose for which appropriations are asked. As intimated in the last report, it would be reasonable, if inadequate appropriations constitute true economy, to reduce them to a cipher than to grant what is insufficient to pay for what is needed.

In Table 11 figures are presented to show the work performed by the examiners in the field during the year just ended.

TABLE 11.—*Recapitulation of naturalization field work, exclusive of Hawaii and Alaska, during the fiscal year ended June 30, 1920.*

Naturalization district.	Examinations.		Investigations.					
			Petitioners.			Witnesses.		
	Petitions.	Declarations.	In person.	By correspondence.	Total.	In person.	By correspondence.	Total.
Boston	30,258	34,468	24,827	679	25,506	11,044	.....	11,044
New York	38,790	37,328	54,354	.....	54,354	109,215	.....	109,215
Philadelphia	13,088	12,029	23,746	.....	23,746	45,484	.....	45,484
Washington, D. C	5,583	10,000	4,383	1,500	5,883	7,766	3,000	10,766
Pittsburgh	18,150	13,050	18,040	16	18,056	35,900	32	35,932
Chicago	[1] 30,000	[1] 30,000	28,226	3,422	31,648	55,914	6,583	62,497
St. Louis	10,075	13,830	5,292	3,740	9,032	9,504	8,560	18,064
St. Paul	11,653	12,366	[2] 12,808	6,872	19,680	26,873	13,764	40,637
Denver	3,420	3,614	1,187	1,534	2,721	1,655	3,162	4,817
San Francisco	7,394	7,299	5,508	2,144	7,652	11,444	4,350	15,794
Seattle	6,021	4,687	3,555	3,685	7,240	6,636	7,327	13,963
Total	174,432	178,666	181,926	23,592	205,518	321,435	46,778	368,213

[1] Estimated.

[2] Includes military petitioners interviewed.

TABLE 11.—*Recapitulation of naturalization field work, exclusive of Hawaii and Alaska, during the fiscal year ended June 30, 1920*—Continued.

Naturalization district.	Court hearings.					Admissions.			Visits to offices of clerks of courts.
	Attended.			Unattended.	Total number of hearings.	Without objection.	Over objection.	Total.	
	In person.	By correspondence.	Total.						
Boston	341	42	383	.....	383	21,425	.....	21,425	1,025
New York	1,184	3	1,187	.....	1,187	30,299	26	30,325	3,401
Philadelphia	371	.....	371	.....	371	15,819	33	15,853	983
Washington, D. C	288	171	459	.....	459	3,505	20	3,525	691
Pittsburgh	828	10	838	.....	736	11,898	13	11,911	1,550
Chicago	1,036	176	1,212	10	1,222	20,595	43	20,638	1,376
St. Louis	571	438	1,009	5	1,014	5,130	65	5,195	1,986
St. Paul	696	64	760	1	761	6,694	18	6,712	1,315
Denver	204	107	311	.....	311	1,915	5	1,920	326
San Francisco	653	35	688	2	690	3,924	7	3,931	952
Seattle	336	275	611	5	616	3,878	27	3,905	480
Total	6,508	1,321	7,829	23	7,750	125,082	257	125,339	14,585

The assumption that hostilities having ceased, the bureau might withdraw its activities, and therefore its expenditures, within the limits of its prewar figures, is shown by the next table, as in many other ways, to be fallacious.

TABLE 12.—*Statement showing work incident to naturalization of alien soldiers in Army posts and camps, fiscal year ended June 30, 1920.*

Naturalization district.	Army posts and camps.	Hearings in Army camps.	Number of cases refusing or repudiating citizenship (approximate).
Boston	.....	.....	.....
New York	.....	.....	.....
Philadelphia	4	49	.....
Washington, D. C	156	[1] 264	204
Pittsburgh	2	7	.....
Chicago	12	.....	.....
St. Louis	6	10	.....
St. Paul	.....	.....	.....
Denver	4	6	.....
San Francisco	.....	.....	.....
Seattle	.....	.....	.....
	184	336	204

[1] Hearings were all held in courthouses.

The next succeeding table reports the handling of new certificates of naturalization granted to soldiers which were not delivered to them at the time of or shortly subsequent to their admission to citizenship, because it was felt that they might fall into the hands of the enemy and be readily used to the disadvantage of this country.

TABLE 13.—*Number of requests received, by naturalization districts, for return to owners of soldier naturalization certificates.*

District.	Received directly.	Received from bureau.	By reference from other sources.	Total.
Boston				[1] 2,000
New York	1,740	7,452	205	9,397
Philadelphia	1,623	3,252	713	5,588
Washington, D. C	2,500	850	988	4,338
Pittsburgh [2]	1,500	2,000	1,200	4,700
Chicago	1,720	3,043	2,058	6,821
St. Louis	2,927	6,561	579	10,077
St. Paul	950	800	375	2,125
Denver	275	220	155	650
San Francisco	290	1,555	98	1,943
Seattle	300	800	125	1,225
Total	13,835	26,533	6,496	48,864

[1] Estimated; no report as to sources. [2] Approximate.

A casual examination of the foregoing tables will show that the chief examiners were compelled to maintain a clerical staff at their respective headquarters to handle a very considerable mail and the resultant files.

TABLE 14.—*Statement showing incoming and outgoing mail handled by field officers during fiscal year 1920, arranged by districts.*

District.	Incoming.			Outgoing.			
	Unregistered.	Registered.	Total.	Original letters.	Form letters.	Card notices.	Total.
Boston	12,724	349	13,073	15,665	11,982	20,176	47,823
New York	102,561	650	103,211	45,960	37,168	22,517	105,645
Philadelphia	36,806	845	37,651	34,431	6,039	19,740	60,210
Washington, D. C	34,965	262	35,227	18,157	6,861	9,668	34,686
Pittsburgh	38,053	2,389	40,442	25,442	13,604	10,564	49,610
Chicago	82,527	921	83,448	32,226	40,454	12,780	85,460
St. Louis	71,382	819	72,201	26,520	74,193	6,398	107,111
St. Paul	27,160	950	28,110	14,298	35,259	4,000	53,557
Denver	16,604	304	16,908	9,321	15,351	410	25,082
San Francisco	17,808	343	18,151	11,148	11,458	3,614	26,220
Seattle	28,673	405	29,078	10,905	14,146	1,933	26,984
Total	469,263	8,237	477,500	244,073	266,515	111,800	622,388

How impossible it would be for these examiners to withdraw within the limits of their antebellum activities will appear from the subjoined statement of letters received by them, in the aggregate, and letters sent out during each of the past three fiscal years.

TABLE 14a.—*Recapitulation showing mail handled by the field service for the fiscal years 1918, 1919, and 1920.*

	1918	1919	1920
Incoming mail	210,170	316,450	477,500
Outgoing mail	273,302	519,761	622,388
Total	483,472	836,211	1,099,888

Hostilities ceased in November, 1918—in the first half of the fiscal year 1919—but the volume of mail in that year was 836,211, as compared with the 1,099,888 of the year just completed.

WORK IN THE BUREAU.

From what has already been stated, the work in the bureau has been largely increased, not only as a result of the growth of its citizenship training activities but because of countless new duties connected with the disposal of the aftermath of the war. There has been much correspondence with the War Department and others with reference to claims of soldiers claiming to have been honorably discharged from the service and therefore entitled to the benefit of the special exemptions allowed to such alien soldiers by special naturalization acts, with many other questions connected with the status of aliens formerly in the military service. As showing the work with the public and the field service, both outside of the bureau, the annexed tabulated statement of pieces of mail received by and going out of the bureau will give the best idea as to mere bulk.

TABLE 15.—*Statement showing volume of mail handled by the Bureau of Naturalization, fiscal years 1918, 1919, and 1920.*

	1918	1919	1920				
			First quarter.	Second quarter.	Third quarter.	Fourth quarter.	Total.
Incoming mail:							
Unregistered pieces	154,310	309,363	77,989	80,999	108,088	112,719	379,795
Registered pieces	19,693	29,344	8,551	7,941	9,270	7,950	33,712
Total	174,003	338,707	86,540	88,940	117,358	120,669	413,507
Average per working day	590	1,142	1,202	1,170	1,544	1,567	1,374
Outgoing mail:							
Letters	34,868	46,876	13,144	12,702	10,654	10,369	46,869
Form letters	324,484	687,102	73,875	157,817	151,737	188,859	572,288
Petition notices	11,251	13,456	1,879	2,368	2,602	1,967	8,816
Total	370,603	747,434	88,898	172,887	164,993	201,195	627,973
Average per working day:							
Letters	118	158	183	167	140	135	156
Form letters	1,099	2,317	1,026	2,077	1,997	2,453	1,901
Petition notices	38	45	26	31	34	26	29
Total	1,255	2,520	1,235	2,275	2,171	2,614	2,086

The decrease in the average daily output is the result of the diminution in the office force, by the discharges necessitated at the beginning of the year on account of reduced appropriations.

The nature of a portion of this very considerable correspondence is indicated by the figures in the next succeeding tables, but notice must be taken of the fact that they do not include the corrrespondence resulting from the frequent insufficiency of the data sent with such requests.

TABLE 16.—*Statement showing number of requests for dates of arrival and names of vessels, and number of requests for certified copies of naturalization papers under rule 17 of the Naturalization Regulations, listed by months, for the fiscal year 1920.*

Month.	Requests for date of arrival and name of vessel.			Requests for certified copies of lost or destroyed papers.		
	For filing petition.	For filing declaration.	Total.	Certificates of naturalization.	Declarations of intention.	Total.
July	8,868	525	9,393	527	795	1,322
August	8,426	231	8,657	511	643	1,154
September	9,441	234	9,675	454	686	1,140
October	9,550	178	9,728	543	740	1,283
November	13,585	218	13,803	678	1,064	1,742
December	12,889	355	13,244	450	841	1,291
January	11,957	475	12,432	904	731	1,635
February	11,656	6	11,662	607	1,048	1,655
March	13,535	30	13,565	757	898	1,655
April	11,262	64	11,326	638	950	1,588
May	9,146	252	9,398	562	969	1,531
June	10,214	201	10,415	552	957	1,509
Total	130,529	2,769	133,298	7,183	10,322	17,505
1919	76,401	49	76,450	2,820	8,582	11,402
1920	130,529	2,769	133,298	7,183	10,322	17,505
Increase, 1920	54,128	[1] 2,720	56,848	4,363	1,740	6,103

[1] These figures represent requests on Form 106 for names of vessels for the purpose of filing declarations of intention. Heretofore the majority of such cases have been counted in the first column, which accounts partly for this great increase.

No feature of the bureau's work has subjected it to so much complaint as the delay, sometimes extending over several months, in securing certificates of arrival, although its invariable practice has been to forward promptly requests for them when accompanied by sufficent data for identification, to the commissioners of immigration at the ports of entry. As the original records are contained in compilation of hundreds of thousands of names, made up years ago, the time and care involved in securing verification as claimed, and the reduced forces at the immigration stations available for this work, occasioned invariable delays. This, however, would be a matter of small importance but for the habit of waiting until the eleventh hour to ask for evidence which might have been requested long before, and thus save the risk of a declaration of intention becoming void for lapse of time.

In any event, however, it is a matter over which the bureau has no control and for which it therefore can not be held accountable. Notwithstanding this fact, so much in arrears was this class of work at the New York immigration station that near the close of the year the bureau detailed some of its clerical force, though its own work was in arrears, for temporary service in helping to clear up such arrearages at that station.

It is in connection with this feature of the work that a large correspondence has grown up with the Members of both Houses of Congress, where aid has been invoked to expedite particular cases by taking them out of their regular chronological order.

Besides the work represented in the two foregoing tables, which refers to communications between the central office and outside interests, there is a large bulk of work within the bureau itself, in maintaining its organization, in the settlement of accounts, in the filing of the vast number of official papers and letters, in requisitions

for supplies for the office, the field force, and the offices of more than 2,000 clerks of courts, and many other details of operations of a central administrative office.

The figures in the next table show the number of fee accounts audited and settled during the year, some of which were of transactions as long ago as the fiscal year 1917, from which may be inferred the efforts exerted upon tardy clerks of courts which the bureau finds it necessary to make, in some cases many times, before it can secure remittances.

TABLE 17.—*Number of fee accounts handled during the fiscal year 1920, classified by fiscal years to which they relate.*

	1917	1918	1919	1920	Total.
Transactions	19	188	2,588	4,796	7,590
No transactions	11	91	870	1,322	2,294
Total	30	279	3,458	6,117	9,884

Besides these fee accounts, as is shown by the next table there were 3,903 miscellaneous administrative accounts disposed of and charged to the specific appropriations from which they were respectively payable.

TABLE 18.—*Number of accounts handled during the fiscal year 1920 for which the expenditures were chargeable against the appropriations named.*

Item	Appropriation to which chargeable.	Number of accounts.
Office salary pay rolls	Salaries, Bureau of Naturalization	65
Do	Miscellaneous expenses, Bureau of Naturalization	90
Field salary pay rolls	do	330
Suspensions		221
Telephone	Miscellaneous expenses, Bureau of Naturalization	184
Rent	do	18
Additional assistants to clerks of courts	do	133
Telegraph	do	25
Railroad company vouchers	do	1,418
Contingent and miscellaneous items	do	173
Printing	Naturalization fees for publishing citizenship textbooks.	20
Field travel vouchers	Miscellaneous expenses, Bureau of Naturalization	1,226
Total		3,903

A comparative statement of the number of requisitions for supplies of various kinds for each of the next three years is given in the next table.

TABLE 19.—*Statement showing requisitions handled in bureau during fiscal years 1918, 1919, and 1920.*

	1918	1919	1920
Requisitions for stationery supplies and envelopes, purchased from contingent allotment of bureau:			
Bureau	68	125	110
Field	132	180	70
Requisitions for stationery supplies, purchased from appropriation "Miscellaneous expenses, Bureau of Naturalization":			
Bureau	16	38	.....
Field	15	86	112
Requisitions chargeable to printing and binding allotment:			
Bureau	72	77	120
Field	28	30	34
Clerks of courts	5,437	6,482	6,005

Under the pressure of business indicated by the various tables presented herein, not the least difficulty which confronted the bureau was that of maintaining its clerical force, limited and insufficient numerically as it was, upon the same basis of efficiency as it represented at the beginning of the year. This it was not able to do, nor does it now feel any reasonable ground to doubt its further disintegration during the ensuing year. The reason is not far to seek. Judged by the standards of pay in the business and commercial world—as well as in newly established branches of the executive departments—the compensation allowed, particularly on the statutory roll, is inadequate to enable the bureau to retain its trained employees. There has been a steady, if small, stream going out during the year to positions in Government offices or in business enterprises to receive higher compensation, and the chance of indefinite advancement upward in the commercial world. So the bureau must fill the vacancies, as a rule, with less competent clerks at the cost of business efficiency and to the loss of the Government. During the year the bureau has lost some of its most experienced and valued clerks, as the annexed statement shows.

At basic salary of—	Resigned in bureau.	At basic salary of—	Resigned in bureau.
$3,500	1	$1,400	6
2,100	2	1,200	3
1,800	1	1,000	2
1,680	1		
1,600	7	Total	23

Besides these, there were others on leave for trial of business openings, one of them receiving more than double the amount of basic salary received in the bureau.

Nor has this experience been confined within the limits of the office in Washington. For in the field forces of the chief examiners, one of whom has also resigned, there have been losses during the year, as follows:

Atbasic salary of—		At basic salary of—	
$3,500	1	$1,380	3
2,200	1	1,260	1
2,100	1	1,200	2
1,980	1	1,080	2
1,860	2	1,000	1
1,740	5	960	2
1,620	4		
1,500	6	Total	32

The total official and clerical force of the bureau, for both branches of its work, naturalization and citizenship training, is presented in detail in the subjoined tabulated statement.

TABLE 20.—*Official force of the Bureau of Naturalization on June 30, 1920.*

In Washington:	
Commissioner	1
Deputy commissioner	1
Director of citizenship	1
Chief clerk	1
Chief examiner	1
Assistant chief examiners	2
Examiners	2
Chiefs of divisions	3
Assistant chief of division	1

In Washington—Continued.		
Chiefs of sections	3	
Clerks (assistant in education)	1	
Clerks	93	
Messengers	6	
Messenger boys	4	
		[1] 120
In the field:		
Chief examiners	11	
Examiners	115	
Clerks (assistants in education)	4	
Clerks	83	
		[1] 213
Clerks of courts	2,268	
Additional assistants to clerks of courts	63	
		2,331
Total		2,664

Comparison of the figures in the foregoing table will show a substantial decrease in the personnel from that of last year.

FINANCIAL.

In considering this feature of the report, it must be borne in mind that the available assets from which the expenses of the naturalization service are paid consist solely of appropriations made by Congress. Beyond the work of collecting the fees prescribed by law and depositing them in the United States Treasury, it has no control over or use of these funds. They are reported simply as a part of the results of the bureau's activities and serve to show how far the service is a cost to the Government, or, on the other hand, the extent to which that service is a source of profit to the public funds.

The receipts, therefore, shown in the next table, are to be balanced against the expenditures, only for the purpose of disclosing the fact in respect of the self-supporting character of the service.

TABLE 21.—*Itemized statement of receipts and expenditures during the fiscal year 1920.*

Receipts:			
First quarter		$133,921.10	
Second quarter		164,722.50	
Third quarter		174,714.95	
Fourth quarter		191,180.65	
			$664,539.20
Expenditures:			
Salaries, Bureau of Naturalization		175,968.69	
Increase of compensation (bureau)		15,726.66	
Salaries, travel and miscellaneous field expenses, field force		409,038.75	
Increase of compensation (field)		37,234.35	
Salaries of special assistants to clerks of courts		60,080.33	
Expended from contingent appropriation of department—			
Stationery supplies	$4,172.34		
Paper and envelopes	2,158.33		
		6,330.67	
Expenditures from printing allotment of department:			
For bureau	$3,015.85		
For field force	2,255.17		
For clerks of courts	24,233.00		
		29,504.02	

[1] Does not include those on furlough.

Expenditures—Continued.		
Printing citizenship textbooks	$8,962.51	
Expenditures for engraving certificates by the Treasury Department	6,537.85	
Rent of offices of bureau at Washington, D. C. (estimated)	4,000.00	
		$753,383.83
Excess of expenditures over receipts		88,844.63

From the above, it appears that during the past year there has been received from fees, $664,539.20, and that the expenditures from all sources have totaled $753,383.83, leaving a deficit of $88,844.63. This total expenditure included the cost of the citizenship-training branch of the bureau's work, which produces no income. For various practical reasons, the bureau has been unable to keep an exact account of the cost of this branch of the service, but, taking into consideration rent of space in the department building, printing, the service of various naturalization clerks, and miscellaneous items, the total outlay approximates $127,000, as appears from the next table. If this cost is deducted from the gross expenditures of the bureau, it shifts the balance to the other side of the account and shows the naturalization service to have been more than self-sustaining for the year.

TABLE 22.—*Official force of the Bureau of Naturalization at Washington and in the field service as of June 30, 1920, with amounts expended for salaries and travel and subsistence on naturalization and citizenship training work.*

GENERAL ADMINISTRATION.		
Commissioner	1	
Deputy commissioner	1	
Chief clerk	1	
Messengers	5	
Messenger boy	1	
Total	9	
Salaries		$15,990.00
NATURALIZATION.		
Assistant chief examiners	2	
Examiners	2	
Chiefs of division	3	
Assistant chief of division	1	
Chiefs of section	2	
Clerks	65	
Messenger	1	
Messenger boy	1	
Total	77	
Salaries		$119,753.79
In the field service:		
Chief examiners	11	
Examiners	114	
Clerks	84	
Total	209	
90 per cent of salaries [1]		291,828.86
90 per cent of travel		82,308.38
Additional assistants to clerks of courts	63	
Salaries		60,080.33
Miscellaneous items, approximate (rent, printing, supplies, telegraph, telephone, express)		55,524.02
Total expenditures for naturalization		609,495.38

[1] Includes the bonus of $240 per annum.

CITIZENSHIP TRAINING.

Director of citizenship	1	
Chief examiner	1	
Chief of section	1	
Clerk (assistant in education)	1	
Clerks	28	
Messenger boys	2	
Total	34	
Salaries [1]		$55,951.56
In the field service:		
Examiner	1	
Clerks (assistants in education)	4	
Total	5	
Salaries [1] of above		10,355.00
Travel of above		3,610.05
10 per cent of salaries [1]		32,425.43
10 per cent of travel		9,145.38
Miscellaneous items, approximate (rent, printing, supplies, telegraph, telephone, express)		16,411.03
Total expenditures for citizenship training		127,898.45

The sources from which the funds used for the bureau were derived are herewith set forth.

Department contingent fund	$6,330.67	
Department printing allotment	29,504.02	
Naturalization fees for printing citizenship textbooks	8,962.51	
Engraving certificates of naturalization	6,537.85	
Department rent fund (estimated)	4,000.00	
Total fund from miscellaneous sources		$55,335.05
$240 increase of compensation		52,961.01
Legislative bill		97,010.00
Sundry civil bill		450,000.00
Deficiency bill		100,000.00
Total funds		755,306.06

The total expenditures aggregated $753,383.83, leaving an unexpended balance at the close of the fiscal year of $1,922.23. This balance represents the difference between the amount appropriated for the bureau in the legislative bill, $97,010, and the amount expended, $95,087.77. This was caused by the fact that for periods of time vacancies existed in the lower grades of salaries, it being impossible for the bureau to secure qualified persons who would accept the salaries offered.

The three subjoined tables are presented as a summary, financially, of the operation of the bureau since its organization in the fiscal year 1906.

[1] Includes the bonus of $240 per annum.

TABLE 23.—*Appropriations "Miscellaneous expenses, Bureau of Naturalization," for various fiscal years, and amounts paid out of these appropriations during the fiscal years 1908 to 1920.*

Year.	Total appropriation.	Number of additional assistants allowed to clerks of courts.	Amount expended for additional assistants to clerks of courts.	Amount expended for salaries, travel, and miscellaneous items, in field and lump-sum employees in bureau.	Total amount expended and pledged.
1908	$193,000				
1909	150,000				
1910	150,000	19	$8,598.92	$108,606.76	$117,205.68
1911	152,861	25	19,348.29	132,019.86	151,368.15
1912	175,000	32	30,344.30	142,490.12	172,834.42
1913	200,000	44	39,264.36	160,495.00	199,759.36
1914	225,000	47	52,129.65	172,008.13	224,137.78
1915	250,000	67	64,241.23	185,758.77	250,000.00
1916	275,000	64	60,016.94	214,277.53	274,294.47
1917	275,000	53	60,741.67	214,258.33	275,000.00
1918	305,000	56	61,618.46	215,188.00	276,806.46
1919	675,000	52	58,831.47	594,060.58	652,892.05
1920	550,000	63	60,080.33	489,919.67	550,000.00

The considerable increases in appropriations in the past two years, especially in 1919, were needed for the naturalization work in military encampments and the citizenship training, and not for use in providing for the growth of the naturalization work proper. This statement does not include the appropriations for the naturalization service at the Capital, which are included in the legislative bill

TABLE 24.—*Receipts from naturalization fees and disbursements from various appropriations for the enforcement of the naturalization law and for rents, supplies, and miscellaneous expenses, fiscal years 1907 to 1920.*

Year.	Naturalization fees received.	Cost of administration.	Cost of administration, in excess of fees received.	Excess of fees received over cost of administration.
1907	$65,129.00	$29,243.18		$35,885.82
1908	166,873.90	[1] 232,728.05	$65,854.15	
1909	172,202.13	[1] 194,428.45	22,226.32	
1910	221,766.38	176,415.98		45,350.40
1911	290,551.52	222,831.15		67,720.37
1912	338,315.33	257,678.99		80,636.34
1913	350,716.60	290,026.20		60,690.40
1914	450,228.55	331,517.26		118,711.29
1915	441,764.49	363,593.11		78,171.38
1916	410,272.55	389,075.90		21,196.65
1917	635,927.52	393,240.15		242,687.37
1918	507,932.50	416,486.84		91,445.66
1919	597,087.97	812,056.38	214,968.41	
1920	664,539.20	753,383.83	88,844.63	
Total	5,313,307.64	4,862,705.47	391,893.51	842,495.68
Less deficits				391,893.51
Excess of fees received over cost of administration				450,602.17

[1] Included in these expenditures are appropriations to the Department of Justice of field force prior to the transfer to the Department of Commerce and Labor, to wit, fiscal year 1908, $193,000; fiscal year 1909, $150,000.

The preceding table is presented to show, by fiscal years, the receipts from fees, and the disbursements from appropriations, from which it appears that there remains in the Public Treasury at the close of the fiscal year a net balance of nearly half a million dollars in excess of all expenditures made for the naturalization service since its inception, including the new work assumed in consequence of the great war, to wit, military camp work and citizenship training.

From what has been reported at a former page of this report, that balance would have been much larger if provision had been made for a sufficient force in the clerks' offices to serve promptly all the applicants for naturalization who presented themselves.

TABLE 25.—*Receipts of naturalization fees,*[1] *arranged by quarters, fiscal years ended June 30, 1907 to 1920.*

Fiscal year.	First quarter.	Second quarter.	Third quarter.	Fourth quarter.	Total.
1907[2]					$65,129.00
1908	$26,307.00	$32,753.50	$49,554.00	$58,259.40	166,873.90
1909	42,295.03	45,945.85	40,091.00	43,880.25	172,202.13
1910	38,098.91	42,710.94	60,852.90	80,103.63	221,766.38
1911	55,497.20	69,645.12	81,481.95	83,927.25	290,551.52
1912	57,188.95	67,580.85	100,806.60	112,738.93	338,315.33
1913	65,585.10	76,879.50	103,053.00	105,199.00	350,716.60
1914	123,577.00	104,763.35	112,130.55	109,757.65	450,228.55
1915	81,297.15	121,850.50	125,841.40	113,135.44	441,764.49
1916	71,996.05	94,886.50	117,404.60	125,985.40	410,272.55
1917	74,672.77	89,802.30	197,578.40	273,874.05	635,927.52
1918	134,312.00	111,887.70	126,306.35	135,426.45	507,932.50
1919	130,050.45	78,755.35	183,357.90	204,944.27	597,087.97
1920	133,921.10	164,722.50	174,714.95	191,180.65	664,539.20
Total					5,313,307.64

[1] It should be remembered that the total of these fees does not balance with the number of papers filed because from an office in which the fees reach a total of $6,000 in any fiscal year the entire subsequent collections of such office in said year are remitted to the bureau, instead of the one-half.
[2] For 9 months only.

A report of the operations of the Division of Citizenship Training, by the director, is appended hereto, to which reference is made for information in detail of the progress of that branch of the bureau's work. As will be seen, an attempt has been made in Table 22 to segregate the expenses of that division from the total outlay by the bureau. Owing to the constant interchanging of the work, it has not been possible to attain to anything like arithmetical accuracy in this attempt. The sum reported, $127,898.45, must therefore be taken as a partial approximation only, with a leaning toward a minimum figure, for the expenses of the division.

REPORT OF DIVISION OF CITIZENSHIP TRAINING.

To the Commissioner of Naturalization:

SIR: The year just ended has been the most encouraging of all the past years to those engaged in the citizenship education work which the department is carrying on through this division. As with all large undertakings, there have been periods when the administrative machinery has not revolved as expeditiously as those most enthusiastic in the work had hoped, but the year in review has been the year of greatest progress.

It should be recognized that the public schools of certain cities have been endeavoring to teach the adult, native and foreign born, for many years, in some places, notably in New York City, for over a third of a century. That great pioneer in the wider use of the schoolhouses, Dr. Henry M. Leipziger, in the late seventies undertook the broadening of the public schools of that city beyond their narrow and cabined usage, and succeeded, as early as 1878, in securing authority for the use of certain public schools of that city for the purpose of conducting lecture courses for adults.

Similar beginnings elsewhere mark the early days of the present nation-wide citizenship training undertaking, the active Federal participation in which began on May 10, 1915, at the reception given to the "four thousand newly made citizens" by the city of Philadelphia in conjunction with the National Government represented by the President of the United States, the Secretary of Labor, and officials of this bureau. Prior to that time such efforts were unknown outside of the communities in which they flourished, and were unrelated. Since that date these efforts have become correlated through the medium of a common national purpose.

Within two weeks after the date referred to the Committee for Immigrants in America had met and issued an appeal based upon the words of the President uttered at Philadelphia, for the Nation to recognize that great need—the induction into fully qualified citizenship of the foreigners of this country—by a movement which then was, and still is, known as Americanization. Americanization has been the keynote of all great meetings of educators, whether of a local or a national character, since that time. The National and many State legislatures have passed Americanization laws and the public has become imbued with the Americanization thought, not only in its relation to the foreign born but to the native citizenry as well.

The national movement, which had been under way in this bureau for over a year prior to the Philadelphia reception referred to, has been quietly gathering impetus throughout the Nation, and the past year has witnessed the greatest accomplishments. State legislatures have made specific laws and appropriations for teaching American citizenship ideals in the public schools.

The influence of the Federal Government, speaking through this division, has been to accomplish the organization of classes distinctly

for adults, although the appeal has been for the organization of classes for the foreign born and for those who are candidates for citizenship through the operation of the naturalization law. Since this field brings the Federal Government into contact with approximately a million and a quarter seekers after American citizenship annually, with the number constantly increasing, it is seen that the organization of classes for this goodly number means to provide facilities and machinery for the millions of unschooled adults, whether they be candidates for citizenship, noncandidates, or citizens of the United States.

As a consequence of this there are 3,043 communities whose public-school authorities are cooperating with the Federal Government to the end that adult American men and women may gain the equipment for life which our institutions and Government intended them to have, but which circumstances in their boyhood and girlhood denied them.

PRACTICAL PROGRAM.

Educators throughout the country are welcoming the support given to their profession by the practical plan offered through cooperation with this division. To the school official wishing to undertake adult alien instruction the division sends the names and addresses of candidates for naturalization and their wives, at the same time sending letters inviting these prospective citizens to attend the classes. These letters have heretofore been forwarded through the mail, but during this year the method of effecting direct delivery through the Boy Scouts of America was initiated with highly gratifying results. Announcement posters are available to assist in publicity. Student's textbooks and teacher's manuals, embodying a standard course in citizenship training, are furnished for those who are candidates for citizenship. Certificates recognizing the cooperation of the school, the progress of the student, and the completion of the course are available from the department to encourage and stimulate both workers and students. Various aids are prepared to meet specific difficulties.

It is a practical program, and as such is appealing more and more to the progressive Americanizing agencies of the country, which are agreed that the public school is the medium for the education of all adults, whether of foreign or native birth and not alone for those who desire to acquire citizenship through due process of law. The correspondence of the division indicates a nation-wide appreciation of the assistance offered States and municipalities and of the definiteness of the plan.

COOPERATION OF THE BOY SCOUTS OF AMERICA.

Efforts have been made to reach the foreign-born resident through every possible channel. Letters of invitation to attend the citizenship classes were mailed to declarants and petitioners, but in a large number of instances the postal authorities found difficulty in accomplishing delivery, as the aliens had moved from the place of residence shown in the naturalization papers, and many letters were returned undelivered. Hence the mail did not thoroughly answer the purpose, although in most instances it proved to be effective. Public-school

teachers and pupils were enlisted, and racial organizations were induced to undertake the work of acquainting the foreign-born with the opportunities that were offered them. This has worked out admirably in a great many cases, but racial organizations do not exist in all localities, nor do all nationalities identify themselves through organizations.

Late in 1919 the National Council of the Boy Scouts of America was requested to give aid, and it pledged 100 per cent cooperation. Since the beginning of January of this year the members of that organization have been enthusiastically assisting the Government and the public schools in promoting citizenship training. The Scouts have actively participated in 40 States, Alaska, and the District of Columbia.

The avenues through which this band of youths can work in expressing the spirit of America are innumerable, but their activities up to the present time have been confined to carrying in person the message of invitation of the Government to the foreign born to attend the citizenship classes and in assisting at public ceremonies held for the purpose of expressing publicly the interest in American ideals.

The cards of invitation are addressed in the division and sent in bulk to the respective superintendents of schools, who in turn deliver them to the local scout officials for distribution. On the reverse of the invitation, in spaces provided therefor, the Boy Scout fills in the location of the nearest citizenship class and the hours at which instruction is given. On a separate card he fills in the name and address of the candidate visited, the name of the scout making the delivery, and his troop number. These scout cards are returned, through the scout official, to the superintendent of schools, for his information. It is not unusual, particularly in the smaller centers, to find the superintendent of schools acting also as scout official—a combination which insures the fullest cooperation.

At public ceremonies held jointly by the school officials, the clerks of courts, and others for the purpose of presenting the certificates of naturalization and the certificates of graduation from the public-school citizenship classes, the Boy Scouts are acting as ushers, furnishing instrumental music, and leading in repeating the oath of allegiance to the flag.

As indicative of the measure of success attained by the Boy Scouts in their efforts to reach prospective American citizens. the following excerpts from letters may be quoted:

In answer to your letter of April 27, I would state that the boys delivered over 90 per cent of the invitations we received; there were, however, some who could not be located, having left the city. I am pleased to be able to report that the boys had wonderful success in that the majority were induced to attend some school or class.—(F. Bryant Gale, Scout Executive, Bayonne, N. J.)

The educational record cards and addressed cards of invitation covering recent naturalization filings in our locality have been received at the Fresno Night School, and we have cooperated in each instance, when the cards have been received, with the local Boy Scout officers. These cards have brought very fine results in that about 75 per cent of the people interviewed are now attending night school classes. We are convinced that the movement for Boy Scout cooperation in the training for citizenship is bound to be universally successful.—(F. D. Sutton, principal, Fresno Evening High School, Fresno, Calif.)

The above are typical of a great number of letters received in the Division of Citizenship Training from both school and scout officials.

It is contemplated that eventually the activities of the Boy Scouts shall extend beyond the methods of cooperation outlined above. In promoting the American spirit in industry, the Boy Scouts are admirably fitted to participate in factory noonday meetings which can be made both interesting and instructive. First-aid or fire-drill demonstrations can be given by them to secure the attention of the employees, and these can be followed by a short talk by a member of some other cooperating agency, pointing out the advantages to be derived from attending the citizenship classes. The meetings can be closed by the Boy Scout musical organization, rendering patriotic selections.

The number of Boy Scout invitations sent for personal delivery to candidates for citizenship was 44,489, in 338 communities.

When the youth of America have had their Americanism, their sense of fair play, appealed to they have never failed to come forward in any emergency worthy of sons of their country. Into this duty which their constituted officers have placed upon them the Boy Scouts have cheerfully, eagerly, and enthusiastically entered. They have approached the stranger not with the sense of prejudice inspired by their strangeness of tongue, and with the too ready appellation "wop," "guinea," "kike," and the like. On the contrary, they have met these coming Americans as guests, who, though strange, are nevertheless entitled to the courtesies usual to guests. It has brought them together under conditions which have precluded unpleasantness and which have given a setting for future contacts of a helpful character.

The number of invitations sent for personal delivery by Boy Scouts from January 6 to June 30, 1920, by States and Territories, is as follows: Alabama, 53; Alaska, 19; Arizona, 66; California, 2,603; Colorado, 602; Connecticut, 1,224; District of Columbia, 543; Georgia, 128; Illinois, 1,420; Indiana, 1,081; Iowa, 275; Kansas, 217; Kentucky, 168; Maine, 88; Maryland, 1,061; Massachusetts, 3,694; Michigan, 6,257; Minnesota, 4,285; Missouri, 6; Montana, 238; Nebraska, 712; New Hampshire, 23; New Jersey, 5,457; New Mexico, 21; New York, 2,510; North Carolina, 4; North Dakota, 46; Ohio, 2,417; Oklahoma, 23; Oregon, 70; Pennsylvania, 2,452; Rhode Island, 1,003; South Carolina, 71; South Dakota, 97; Texas, 472; Utah, 15; Vermont, 59; Virginia, 103; Washington, 1,266; West Virginia, 216; Wisconsin, 3,346; Wyoming, 69. Total, 44,489.

A new chapter in citizenship instruction was added during the year, consisting of a study in national government through pilgrimages to the Nation's Capital. The first of these pilgrimages was made by the Americanization classes of the public schools of Bayonne, N. J., under Supervisor Edward Berman. These studies will consist of visiting each House of Congress in session, visits to the public buildings of Washington City and witnessing the various Government departments in the discharge of their duties, sight-seeing trips to Mount Vernon and Arlington, a bird's eye view of the city from the Washington Monument, and special entertainments. Arrangements have been made with the State Department to view the originals of the Declaration of Independence, the Constitution, the Articles of Confederation, the Emancipation Proclamation, the

definitive treaty of independence, and other sacred documents of the Nation. In several cities the citizenship classes are preparing pilgrimages to Washington during the coming school year.

WITH THE INDUSTRIES.

With the development of Americanization activities it has been more and more discerned that the place of employment offers the best opportunity for the foreign born to learn things American. This is also true as to the number who can be reached by those influences which are established for public education, since by far the greater number of them have found employment in the industries. Therefore, by obtaining the cooperation of the employers it is becoming daily less difficult to reach personally many of foreign birth. Approximately 800,000 cards were sent to the industries of the country in compliance with their requests to enable them to ascertain the mind of their foreign born toward citizenship. About 8,000 concerns were communicated with, and in practically every instance in accordance with the recommendation of the division, a competent employee was designated to assist the foreign-born employees in their desire to become American citizens and to impress upon them the duty and advantage of becoming thoroughly conversant with the naturalization procedure, our language, and the responsibilities which American citizenship would impose upon them. The experience of the division indicates that when the proper spirit of confidence has been established, the employees voluntarily approach the representative of the company and seek advice and assistance not only upon the subject of American citizenship but also upon many questions concerning their personal affairs. In many instances misunderstandings which naturally arise between the employer and the employed are amicably disposed of and the loss of a job to the latter and of an employee to the former is avoided.

It is obvious that the value to the company of the services of such a representative is greatly enhanced, as his activities lower labor turnover, one of the greatest problems with which the industrial world is confronted at the present time.

Thousands of foreigners who for years have desired to apply for citizenship have been deterred through fears of exploitation aroused by unfortunate experiences of their friends. The selection of some person in the place of employment whose services are without cost and whose advice may be depended upon has encouraged many of these to take the step.

With the preliminary naturalization forms on hand in the factories, the saving of the time of the employee has been great. Formerly candidates were obliged to proceed to the office of the clerk of court and there fill out the forms. In many instances they could not recall certain dates or other information which was required to be shown, and had to consult data at home, which necessitated another journey to the office of the clerk of court, resulting in a loss of time and money. Under the present method, when the applicant arrives at the office of the clerk of court the necessary data are immediately available and the naturalization papers may be issued without delay.

After the primary step, the employees are urged to enroll as students in one of the citizenship classes maintained by the public-school authorities, in cooperation with the Division of Citizenship Training. The Standard Course in Citizenship Instruction, prepared by the Federal Government, is used in these classes and the certificate of graduation which is awarded to each student who successfully completes the course is accepted by the courts generally as prima facie evidence of the applicant's qualifications to be admitted a citizen of the United States. The results from this effort to increase the attendance upon the classes and to prepare candidates for citizenship for the responsibilities they must assume after admission to the body politic of the country have been most gratifying.

Almost unlimited space would be needed to set forth the thousands of reports of the success of industrial employers in their patriotic cooperation with the division. They show constant increases in their successes with the foreign-born employees and breathe a faith in the ultimate and quite speedy equipment of all adult illiterates—native and foreign born—with information as to social, economic, and political problems that will take them out of the sphere of influence unfriendly to the principles of our republican form of government. As a general proposition it can be said that, with but few exceptions, industry recognizes the public schools as the responsible local civic authority over these enterprises and works in cooperation with them. Teachers are generally obtained from and paid by the public schools, although in many instances all equipment, books, charts, and other paraphernalia are paid for by the industrial concerns.

The industries reporting to and consulting with the division are to be found in every State of the Union and in Alaska, and they represent the entire industrial field of America.

At the National Conference on Americanization in Industries held at Boston, Mass., June 22, 23, and 24, 1919, the position of industry in this field was clearly made known in the following resolutions adopted by that body:

We, the representatives of the educational forces of industry, recognize that industry has a definite part with the other forces of the community in initiating and organizing Americanization work: Therefore be it

Resolved, That instruction in English for non-English-speaking people should be carried on in cooperation with the public educational forces, provided those forces are prepared and will assume the responsibility. We pledge our aid in our respective communities to bring about this cooperation.

Resolved, That non-English-speaking employees attending English classes in industry should attend such classes voluntarily, on their own time, and without compensation.

Resolved, That every industry employing non-English-speaking people should formulate a definite policy regarding Americanization work, and that such work can best be done when a responsible person is charged with its direction.

Resolved, That we, as a representative group of industries, unanimously disapprove making naturalization a condition of employment, and recommend that every community establish at least one school for citizenship.

OBSTACLES EXPERIENCED IN INDUSTRY.

There are a great many obstacles in the path of the better citizenship movement which are natural to industry. These may probably all be summed up in the crying necessity for production.

This necessity will undoubtedly result in the creation of more highly perfected methods to accomplish the necessary volume of manufacture and at the same time lessen the prorated per capita expense in proportion to the individual employee, for such has been the experience in the industrial world in the past. With the simplification of processes of production will come a readjustment of manufacture along lines that will reckon with the increased intelligence on the part of the laborer. Adjustments now impossible of accomplishment will be made which will be in greater recognition of the direct relationship of the higher intellectual average among the rank and file in industry. Out of these readjustments will come a closer and more intimate understanding and appreciation of what is now termed Americanization work on the part of both the employer and the employee.

Disturbances of the citizenship classes now result from the shifting of the hours of the workers. Those who have adjusted themselves to the class hours that occur immediately after the close of the day shift find it difficult to readjust themselves to attend the classes set for the morning hour. In plants distributed over an extended area, shifting of employees from one part of the plant to another often raises the obstacles of distance and prevents their attendance. Many have overcome this, however, although it has entailed miles of walking. Few such industrial concerns have a sufficient number of classes distributed throughout their works to admit of attendance upon classes in the immediate neighborhood of employment.

Overtime work is another normal and natural obstacle, for however great may be the desire on the part of the employee to attend the classes, the opportunity to add to his compensation is one that is difficult to forego.

In many plants the indisposition of the foreman to give favorable regard to the educational advancement of the laborer whom he supervises is probably a greater difficulty than many others. A higher standard of intelligence exists in the rank and file of labor to-day than ever before, and such intelligence is amenable more and more to the sympathetic and intelligent relationship of authority and less and less to the mandatory. In large concerns where the welfare of the employees is the immediate concern of the employer, where the employer is accessible to the employee, this fact has been repeatedly demonstrated. The foreman of the old school believes in the mandate form rather than the conciliatory or reasonable and reasoning form of supervision. He therefore feels that with the increase in the understanding and intelligence of his subordinates will come the waning of his authority, hence expressions of disfavor are the order with probably the average foreman. Reports show that much of the effort of the leaders in industry toward the increase of American ideals is often negatived by the unsympathetic attitude of the foremen.

The tendency of fellow-employees to ridicule their fellow-workers for "going to school" is one of the forces against which those who earnestly and intelligently desire to better themselves must contend. Much of this ridicule is inspired through fear that the fellow-worker attending the citizenship classes will outstrip those who do not do so.

Lack of coordination of forces of industry with this educational movement which the leaders in industry themselves support directly

and far-sightedly is being perceived and steps taken to bring about within factories a better working organization.

COOPERATION IN CENSUS.

Heretofore no census of alien-born persons under 21 years has been taken, but at the instance of this office the Director of the Census caused the schedules for the Fourteenth Census to be modified so as to set forth all alien declarants and all citizens of foreign birth, instead of only those 21 years and over, thereby enumerating the foreign born as aliens, declarants, and citizens. The result of this will be complete statistics for the first time in the history of the country showing the aliens, both minors and adults; declarants, both minors and adults, since aliens declare their intention in large numbers after 18 and before 21 years; and citizens, both minors and adults, as well as those becoming citizens by direct naturalization and those by derivation. Such information will be of incalculable value toward learning the exact problem and its solution.

In further cooperation in the census taking, 20,000 letters were sent to the public-school teachers conducting the citizenship classes, and 300,000 circulars were distributed to the foreign born by which the taking of the census was made known and steps taken to allay any suspicions of the nature of the census.

TABLE A.—*Statement by months showing the number of cities, towns, and rural communities cooperating directly or indirectly with the division in its educational work.*

Date.	Growth, by months, of places cooperating.			
	Directly.	Indirectly.	Total.	Total monthly additions.
July 31, 1919	8	7	15	15
Aug. 31, 1919	10	7	17	2
Sept. 30, 1919	167	137	304	287
Oct. 31, 1919	500	380	880	576
Nov. 30, 1919	739	520	1,259	379
Dec. 31, 1919	992	765	1,757	498
Jan. 31, 1920	1,260	920	2,180	423
Feb. 29, 1920	1,371	1,039	2,410	230
Mar. 31, 1920	1,480	1,135	2,615	205
Apr. 30, 1920	1,583	1,144	2,727	112
May 31, 1920	1,629	1,149	2,778	51
June 30, 1920	1,848	1,195	3,043	265

NOTE.—The foregoing table represents actual cooperation, as heretofore explained, received from 3,043 communities during the fiscal year 1920. The previous year's report of 2,240 communities included all those which had before that time joined in this work, as well as those cooperating during the fiscal year 1919.

Table A indicates the growth by months in the number of cities, towns, and rural communities cooperating directly or indirectly in their educational work with the adult foreign-born men and women. The first column includes all communities that cooperated as units directly with this division in their Americanization activities.

The second column includes those smaller districts which were unable to work independently but supported Americanization

activities in near-by cities and towns, sending their candidates for naturalization to the citizenship classes of the latter places.

The third column is a total of the first and second columns, showing the actual growth, by months, in the number of communities cooperating directly and indirectly, with a final total on June 30 of 3,043 communities in which Americanization activities were assured during the fiscal year 1920.

The last column indicates the number of communities added each month, which totaled 3,043. It is interesting to note that October is the banner month.

TABLE B.—*Number of cooperating community school organizations, by counties and States, and cooperating county school organizations associated with the Division of Citizenship Training fiscal year 1920.*

State.	Communities cooperating.			Counties cooperating (total).	Counties cooperating as units.
	New.	Renewed.	Total.		
Alabama	47	6	53	3	1
Alaska	11	1	12	.....	.....
Arizona	19	10	29	9	2
Arkansas	4	.....	4	1	.....
California	90	95	185	32	10
Colorado	40	51	91	27	2
Connecticut	61	80	141	8	.....
Delaware	1	1	2	1	.....
District of Columbia	.....	2	2	.....	.....
Florida	.....	5	5	2	.....
Georgia	.....	2	2	2	.....
Idaho	9	3	12	8	1
Illinois	29	51	80	30	5
Indiana	8	27	35	17	.....
Iowa	40	31	71	45	16
Kansas	27	11	38	25	14
Kentucky	4	1	5	4	.....
Louisiana	1	15	16	4	.....
Maine	5	13	18	8	.....
Maryland	5	18	23	2	.....
Massachusetts	51	142	193	13	.....
Michigan	63	111	174	44	12
Minnesota	99	130	229	74	61
Mississippi	5	1	6	3	1
Missouri	15	8	23	18	3
Montana	86	17	103	32	23
Nebraska	46	18	64	37	27
Nevada	10	2	12	8	1
New Hampshire	11	26	37	7	.....
New Jersey	53	77	130	16	1
New Mexico	13	5	18	9	2
New York	56	127	183	46	.....
North Carolina	2	2	4	3	.....
North Dakota	78	18	96	39	14
Ohio	36	52	88	28	.....
Oklahoma	12	11	23	13	3
Oregon	26	9	35	22	18
Pennsylvania	111	108	219	37	3
Rhode Island	7	11	18	3	.....
South Carolina	20	2	22	2	.....
South Dakota	49	9	58	32	17
Tennessee	2	2	4	4	.....
Texas	20	13	33	25	6
Utah	24	7	31	6	.....
Vermont	10	3	13	7	.....
Virginia	5	7	12	5	.....
Washington	132	62	194	29	17
West Virginia	4	17	21	7	.....
Wisconsin	66	71	137	43	8
Wyoming	17	22	39	15	3
Total	1,530	1,513	3,043	855	271

Table B represents the number of cooperating community school organizations, as well as cooperating county school organizations associated with the Division of Citizenship Training during the fiscal year 1920.

Column three, which represents the total number of new communities (those enlisting in the work for the first time), and renewed communities (those which had joined in the work in previous years and renewed their activities for 1919–20), gives a grand total of 3,043 communities actively cooperating in Americanization work. Minnesota with a total of 229 communities and Pennsylvania with only 10 less make an exceptionally good showing. Washington, Massachusetts, California, and New York, however, have nearly as many active communities.

Column four shows the number of counties represented by the total number of new and renewed communities.

The last column includes those counties in which the head of the county school organization pledged support in the work.

TABLE C.—*Showing in first and second columns partial reports from 1,295 communities of the number of classes and total enrollment, and in remaining columns names furnished and blank supplies furnished to the total number of cooperating communities as enumerated in last column.*

State.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.		Communities cooperating (total).
			Candidates.	Candidates' wives.	Cards.	Letters.	
Alabama			490	315			53
Alaska	20	324	28	3	500		12
Arizona	26	824	254	87	833		29
Arkansas							4
California	143	7,675	3,663	1,700	1,197	1,743	185
Colorado	49	1,507	1,051	484	745		91
Connecticut	155	3,377	3,592	1,928	955	50	141
Delaware							2
District of Columbia	24	791	391	164	675		2
Florida	5	311	82	31			5
Georgia	1	7	240	81			2
Idaho	3	27	37	17			12
Illinois	101	1,925	15,571	7,056	3,090	6,000	80
Indiana	22	1,747	2,469	1,193	114		35
Iowa	18	338	581	456	194		71
Kansas	8	3,221	336	188	275		38
Kentucky	1	10	166	96	50		5
Louisiana	2	26					16
Maine	2	471	258	109			18
Maryland	7	254	2,236	952	168		23
Massachusetts	315	7,737	7,681	3,921	2,725		193
Michigan	152	4,538	11,458	4,626	145		174
Minnesota	594	7,621	5,648	2,500	863		229
Mississippi							6
Missouri	25	630	21	9			23
Montana	28	378	687	311	43		103
Nebraska	55	2,188	807	364	310		64
Nevada	10	190	11	3	30		12
New Hampshire	107	2,193	186	94	84		37
New Jersey	140	4,106	12,907	7,677	512		130
New Mexico	8	112	24	10			18
New York	1,184	46,752	34,384	16,666	4,199		188
North Carolina							4
North Dakota	83	522	135	42	435		96
Ohio	213	7,185	4,053	5,222	3,232	60	88
Oklahoma	8	46	46	28			23
Oregon	18	404	855	468	240		35
Pennsylvania	312	11,556	9,812	5,754	4,157	1,550	219
Rhode Island	35	2,367	1,101	549	200		18
South Carolina	1	27	196	50	27		22
South Dakota	41	609	197	93	20		56
Tennessee							4
Texas	38	1,156	626	305			33
Utah	52	908	348	148			31
Vermont	2	51	54	23	35		13
Virginia	5	112	659	117	850		12
Washington	113	3,264	5,045	1,884	1,132		194
West Virginia	1	10	224	120			21
Wisconsin	95	2,063	4,991	4,213	1,076	680	137
Wyoming	19	362	183	62	133		39
Total	4,241	129,942	133,774	70,119	29,244	10,083	3,043

NOTE.—Only partial reports as to number of classes and total enrollment are due to the fact that from some States no statistics were received in answer to the questionnaires sent out.

From Table C it will be noted that during the fiscal year 1920 partial reports received from 1,293 of the 3,043 communities in all parts of the United States indicate 4,241 citizenship classes actually established, with an enrollment of 129,942 students. To hundreds of schools in communities where there has been active cooperation, a total number of 133,774 names of candidates for naturalization and 70,119 names of the candidates' wives have been sent. Invitations from the division to go to the public schools were also sent to them.

A total number of 29,244 blank educational cards for enrolling candidates in the classes and 10,083 letters of invitation have been sent to many cooperating communities.

The last column of this table shows a total of 3,043 cities, towns, and rural communities where cooperation with the division in Americanization activities was assured.

TABLE D.—*The following two statements give a complete list, by States and cities or towns, of the communities cooperating through their public schools with the Division of Citizenship Training, during the fiscal year ended June 30, 1920.*

STATEMENT 1—Cooperating communities where statistics are available showing the number and enrollment of established classes, number of names of candidates and candidates' wives furnished thereto, and number of blank forms supplied.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Alabama.						
Birmingham (including Ensley, Pratt City, Wylam)			477	313		
Boyles			1	1		
Cardiff			1	1		
Fairfield			1			
Total			480	315		
Arizona.						
Bisbee (including Don Luis, Lowell, Warren)			51	19	675	
Clifton	2	36	26	10		
Douglas (including Boneyville, C. & A. addition, Pirtleville, Railroad addition, Sunnyside Addition)	8	344	34	12		
Globe			26	10		
Humboldt	1	7				
Jerome (including Hopewell)	3	200	28	7		
Miami (including Lower Miami)	1	12	65	25	3	
Peoria	2	24				
Phoenix			24	4		
Prescott					25	
Sonora	8	200			130	
Stoddard	1	1				
Total	26	824	254	87	833	
Alaska.						
Anchorage			23	3	100	
Eska	1	27				
Fairbanks	1	22	2			
Juneau	2	15			400	
Kennecott	12	149				
Ketchikan	1	2				
Latouche	1	51				
Nenana	1	25				
Petersburg	1	21				
Wrangell		12	3			
Total	20	324	28	3	500	

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
California.						
Alameda	5	136	36	22		
Alhambra			4	3		
Antioch (including Pittsburg)	8	230	8	1		
Arcata	2	19	6	5	30	
Azusa	3	56				
Bakersfield	4	96				
Berkeley (including Albany, Emeryville)	7	408	63	33		
Colma			11	8		
Colton	3	58				
Crockett	4	131				
Daly City	1	6	6	6	12	
Dunsmuir			5	3		
Eureka (including Elk River, Fairhaven, Falk, Freshwater, Rolph, Ryans Slough, Samoa)	1	32	76	14		
Fillmore	2	41	1			
Fresno			224	98	225	
Glendale	1	11				
Halfmoon Bay					75	
Lemoore	5	75	5	2		
Long Beach (including Alamitos, Seal Beach, Wilmington)			44	24		
Los Angeles (including Hollywood, Huntington Park, Playa del Ray)	10	3,660	782	371		565
Monrovia	6	7	3	1		
Needles	4	124				
Newman	2	42				
Oakland (including Piedmont, San Leandro)	42	1,265	1,406	650		328
Ontario (including Alta Loma, Cucamonga, Etiwanda, Guasti, Mountain View, Upland)	2	15	2	1		
Pasadena (including Altadena, La Manda)	3	144	71	29		
Pomona (including Claremont, Lordsburg, San Dimas, Walnut)			5	4		
Redondo Beach (including Hermosa Beach, Manhattan Beach, Perry)	2	27				
Redwood City (including Belmont, Las Lomitas, Menlo Park, Woodside)			17	9		
Richmond (including El Cerrito, San Pablo, Stege)		334				
Riverside			5	5		
Roseville			7	3	130	
Sacramento (including Broderick, Oak Park)	1	23	74	35		
Salinas			3	1		
San Diego (including Chula Vista, East San Diego)	14	154				
San Francisco						850
San Jose (including Berryessa, Campbell, Cupertino, Edenvale, Evergreen, Hester, Los Gatos, Milpitas, Santa Clara, Saratoga, Sunol)			176	97	375	
San Mateo (including Beresford, Burlingame, Hillsborough, San Bruno)			22	7	45	
San Pedro (including Lomita, Harbor City, Terminal Island)	1	88	117	52	200	
San Rafael (including Ross, San Anselmo)			9	1		
Santa Barbara (including Goleta, Hope District, Montecito)			84	32		
Santa Cruz	2	31	12	7	35	

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
California—Continued.						
Santa Monica (including Inglewood, Ocean Park, Sawtelle, Sherman, Soldier's Home, The Palms)			34	23		
Santa Paula			2	1		
South Pasadena	1	12				
South San Francisco	2	285	48	17		
Stockton			230	120		
Sunnyvale			2	2	70	
Turlock			10	4		
Vallejo (including Bay Terrace, Mare Island Navy Yard, South Vallejo)			15	5		
Visalia			9	4		
Watsonville (including school districts of Aptos, Amesti, Calabasas, Carlton, Casserly, Corralitos, Ferndale, Fruitvale, Green Valley, Hill School, Larkin Valley, Oakdale, Pleasant Valley, Railroad, Roache, San Andreas)			29			
Yreka	5	162				
Total	143	7,675	3,663	1,700	1,197	1,743
Colorado.						
Aguilar	2	27	4	4		
Boulder					100	
Brighton	2	8				
Brush (including Snyder)			13	7		
Camp Shumway	2	10				
Cokedale (including Bon Carbon)	1	9	1	1		
Crested Butte	1	34				
Delagua		11				
Denver	10	800	838	365		
Florence			1			
Fort Collins	1	25				
Frederick (including Dacomo, Firestone)	1	15	14	9	20	
Grand Junction			3	2		
Greeley (including Evans, La Salle, Lucerne)	4	60	14	10		
Kersey		35				
Lafayette	2	18				
La Junta	1	26				
Lamar	1					
Loveland	1	15				
Montrose	1	16	6	6		
Morley	1	21	2	1		
Oak Creek (including Pallas)			6	2		
Oakview (including Ojo)			7	5		
Primero					100	
Pueblo	2	43	45	20	500	
Rocky Ford			8	7		
Rugby	1	5				
Salida	1	11				
Segundo	2	17				
Severance	1	17				
Sopris	1	45				
Sterling (including Atwood, Crook, Graylin, Iliff, Padroni, Willard)			17	10		
Sugar City	1	29				
Telluride (including Liberty Bell Mine, Smuggler, Smuggler Mill, Smuggler Mine, Tomboy Mine)	4	43	18	3		
Timpas	1	8				
Trinidad (including Berwind)			41	23	25	
Walsen	1	10				
Walsenburg	2	28	12	8		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Colorado—Continued.						
Williamsburg	1	21	1	1		
Windsor		100				
Total	49	1,507	1,051	484	745	
Connecticut.						
Ansonia			112	56		
Berlin (including Beckley, Blue Hills, East Berlin, Kensington)			3	2		
Branford (including Madison)			4	1		
Bridgeport (including Long Hill, Nichols, Stratsfield, Trumball)	28	867				
Canaan	1	17				
Danbury (including Bethel)					55	
Danielson (including Brooklyn, Killingly)			17	8		
Derby (including East Glastonbury)			11	6		
Fairfield (including Greenfield Hill, Holland Hill, Nichols Terrace, Plattsville, Southport)			86	55		
Greenwich (including Banksville, Cos Cob, Glenville, Port Chester, N. Y.)	26	284	16	7		
Hartford (including East Hartford, Wethersfield)			629	336	135	
Jewett City			3	1	60	
Lime Rock	1	7				
Litchfield	4	44				
Meriden	8	292	45	25		
Middletown			81	55		
Milford						50
Naugatuck (including Groveside, Mellville, Pond Hill, Straitsville, Union City)	4	153	13	5		
New Britain	32	839	198	141		
New Canaan			47	21		
New Haven (including East Haven, Hamden, West Haven, Westville)			889	452		
New London (including Groton, Montville, Mystic, Waterford)			166	77		
North Grosvenor Dale			3	2		
Norwich (including Norwichton, Taftville, Yantic)	2	90	103	71		
Plainville (including Burlington, Canton Street, Collinsville, Farmington Center, Wheatogue)	2	20	7	3		
Putnam			11	8		
Rockville (including Ellington, Tolcottville, Tolland, Vernon, Vernon Center)	1	2	14	6		
Seymour			24	15	55	
Southington (including Cheshire, Marion, Milldale, Plantsville)			11	6	50	
South Norwalk (including Cranberry, East Norwalk, Rowayton, West Norwalk, Wilton)			51	27		
Stafford Springs			10	5		
Stamford (including Darien, Glenbrook, Springdale)	8	251				
Stratford	9	51	76	46		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Connecticut—Continued.						
Thompsonville (including Enfield, Hazardville, Scitico, Somerville)	9	311	5	3	.....	.....
Torrington (including Burrville, Newfield, Torringford, West Torrington)	9	.....	.....	.....	600	.....
Wallingford	.....	.....	23	13	.....	.....
Waterbury (including Buck's Hill, East Farms, East Mountain, Hopeville, Middlebury, Mill Plain, Oronoque, Park Road, Prospect, Reidville, Town Plot, Waterville, Wolcott)	.....	.....	889	452	.....	.....
Watertown	1	12	.....	.....	.....	.....
Westport (including Greens Farms, Saugatuck)	1	17	4	2	.....	.....
Willimantic (including town of Windham)	3	76	22	9	.....	.....
Windsor (including Poquonock, Rainbow, Wilson)	6	44	.....	.....	.....	.....
Winsted (including Norfolk, Winchester)	.....	.....	19	12	.....	.....
Total	155	3,377	3,592	1,928	955	50
District of Columbia.						
Washington (including Langdon Station)	24	791	391	164	675	.....
Florida.						
Tampa (including West Tarpon Springs)	3	187	79	29	.....	.....
West Tampa (Tampa P. O.)	2	124	.....	.....	.....	.....
Total	5	311	82	31	.....	.....
Georgia.						
Atlanta	.....	.....	129	48	.....	.....
Savannah	1	7	111	33	.....	.....
Total	1	7	240	81	.....	.....
Idaho.						
Pocatello (including Fairview, North Pocatello)	.....	.....	37	17	.....	.....
Potlatch	3	27	.....	.....	.....	.....
Total	3	27	37	17	.....	.....
Illinois.						
Alton	2	51	14	3	.....	.....
Aurora (including Montgomery, North Aurora)	10	299	86	54	.....	.....
Blue Island (including Burr Oak, Morgan Park)	8	47	.....	.....	.....	.....
Bridgeport	.....	.....	3	2	.....	.....
Canton (including Brereton, Norris, St. David)	.....	.....	12	7	.....	.....
Chicago (including Austin, Hawthorne, Jefferson, Kensington)	.....	.....	13,759	6,202	.....	6,000
Chicago Heights (including South Chicago Heights)	3	86	137	73	100	.....
Cicero (including Drexel, Grant Works, Warren Park)	2	38	90	40	30	.....
Decatur	.....	.....	38	20	10	.....
Dixon	.....	.....	2	.....	.....	.....
Duquoin	3	.....	.....	.....	.....	.....
East Moline	.....	.....	34	11	500	.....
East St. Louis	18	453	75	30	2,350	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Illinois—Continued.						
Eldorado	1	19				
Fairmount	2	39				
Geneva (including Batavia)	1	12				
Granite City			60	19		
Joliet (including Rockdale)			576	248		
Kewanee			61	39		
La Salle (including Utica)	3	107	57	33		
Mark	2	52				
Moline (including Silvis)	4	125			100	
North Berwin (including District 98, Cook County, Oak Park P. O.)	4	37	8	5		
Oglesby (including La Salle Township)	2	35				
Peoria	8	151	119	39		
Plano			9	6		
Pocahontas			7	4		
Quincy	1	12	15	4		
Rockford			125	62		
Rock Island	18	278	95	45		
Royalton (including Bush, Hearst)	2	30	18	14		
Sesser			19	9		
Streator	3	29	28	15		
Taylorville			10	4		
Techny			11			
Tovey	4	25	10	6		
Waukegan			81	56		
Woodstock			12	6		
Total	101	1,925	15,571	7,056	3,090	6,000
Indiana.						
Anderson (including Alexandria, Elwood, Frankfort, Lapel, Middletown, Pendleton)	2	21	1	1		
East Chicago (including Indiana Harbor)	1	29	1,084	314		
Fort Wayne (including Arcola, Huntertown, New Haven)	2	56	209	120		
Gary	15	805	443	134		
Huntington	1	35	10	4		
Kokomo (including Center Township)	1	1	24	11		
Michigan City			89	56		
Mishawaka			23	16		
Richmond			10	7	10	
South Bend (including River Park)			576	338	18	
Terre Haute				69	40	
Whiting (including Robertsdale, Roby, Stieglitz Park)		800		123	46	
Total	22	1,747	2,469	1,193	114	
Iowa.						
Albia			4	1		
Aurelia			8	3		
Boone			22	3		
Buffalo Center	1	5	6		8	
Burlington (including West Burlington)			12	1		
Cedar Falls	1	13				
Cedar Rapids (including Benson, Bertram, Cedar Heights, Covington, Edgewood school district, Janesville, Kenwood Park, Linn Junction, New Hartford, Palo, Parkersburg, Robbins)			160	80		
Centerville			12	7		
Clinton	1	27	156	20		
Council Bluffs	2	38	36	22	80	

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates, wives.	Educational record cards.	Letters of invitation
Iowa—Continued.						
Davenport (including Bettendorf, Rockingham)				100	38	
Des Moines (including Valley Junction)				143	66	
Fort Dodge	5	38				
Iowa City			1	1		
Iowa Falls			1	1		
Lamont			3	3		
Mason City	1	51	42	14		
Oelwein			6	1		
Ottumwa	1	26				
Pella	2	35	4			
Scarville	1	2	1		2	
Sioux City (including Leeds, Morningside, Riverside, South Sioux City)	3	101	103	54		
Spring Hill			2			
Tama			2	2		
Total	18	338	581	456	194	
Kansas.						
Capaldo (Pittsburg P. O.)	1	27	2	2		
Cuba	3	39	4	1		
Ellsworth			1	1		
Garden City	2	40	1	1		
Kanopolis	1	22				
Kansas City (including Argentine, Bethel, Bonner Springs, Maywood, Menages Junction, Piper, Rosedale, Turner, Vinewood, Welborn, Wolcott)		3,079	318	177	275	
Narka	1	3	1	1		
New Tabor (Cuba P. O.)		11				
Offerle			1	1		
Pittsburg			8	4		
Total	8	3,221	336	188	275	
Kentucky.						
Bellevue (Newport P. O.)			1			
Louisville (including Highland Park)	1	10	165	96	30	
Paris					20	
Total	1	10	166	96	50	
Louisiana.						
Kenner	1	17				
Shreveport	1	9				
Total	2	26				
Maine.						
Auburn	1	10	14	5		
Augusta	1	22				
Bangor			32	11		
Dover			4	3		
Lewiston		439	76	40		
Rockland			25	4		
Rumford (including Mexico, Smithville, Virginia)			49	27		
Waterville (including Fairfield, Oakland, Winslow)			58	19		
Total	2	471	258	109		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Maryland.						
Baltimore (including Arlington, Brooklyn, Catonsville, Curtis Bay, Dundalk, Franklinville, Fullerton, Gardenville, Govans, Hamilton, Hillsdale, Mount Winans, Orangeville, Overlea, Pikesville, Roland Park, St. Helena, South Baltimore, Sparrows Point, Towson, West Arlington)	6	243	2,236	952	150	.....
Perryville	1	11	.....	.....	18	.....
Total	7	254	2,236	952	168	.....
Massachusetts.						
Adams	6	192	.....	.....	125	.....
Amesbury	1	60	14	7	.....	.....
Attleboro (including Chattery, Norton, Rehoboth, Seekonk)	1	75	.....	.....	.....	.....
Ayer	.....	.....	2	1	.....	.....
Barre (including Gilbertville, Hardwick, Petersham, South Barre, White Valley)	4	65	8	3	.....	.....
Beverly (including Danvers, Wenham)	4	65	.....	.....	.....	.....
Beverly Farms	.....	.....	43	16	.....	.....
Boston (including Allston, Brighton, Charlestown, Dorchester, East Boston, Hyde Park, Jamaica Plain, Mattapan, Mount Hope, Roslindale, Roxbury, South Boston, West Roxbury, Readville)	91	2,728	3,761	1,703	.....	.....
Brockton	2	182	39	19	.....	.....
Cambridge	.....	.....	319	133	.....	.....
Canton	3	48	3	.....	.....	.....
Chelsea	10	248	187	85	750	.....
Chicopee	10	179	103	77	500	.....
Clinton (including Boylston, Lancaster, Sterling)	5	94	25	14	.....	.....
Easthampton (including Southampton)	5	80	6	5	.....	.....
Easton (including Mansfield, North Easton)	.....	.....	2	1	.....	.....
Fall River (including Swansea, Tiverton, R. I., Westport)	8	257	168	107	150	.....
Falmouth	.....	.....	1	1	100	.....
Fitchburg	.....	.....	243	187	.....	.....
Framingham (including Ashland, Hopkinton, Sherborn)	.....	.....	46	22	.....	.....
Gardner	14	275	207	128	.....	.....
Gloucester (including Bay View, East Gloucester, Essex, Lanesville, Magnolia, Manchester, West Gloucester)	11	89	.....	.....	.....	.....
Great Barrington	.....	.....	2	1	.....	.....
Greenfield (including Deerfield)	.....	.....	41	18	.....	.....
Haverhill (including Merrimac, Newton, N. H., Plaistow, N. H.)	.....	.....	40	28	.....	.....
Holyoke (including South Hadley, South Hadley Falls, Willimansett)	3	110	403	269	.....	.....
Lawrence (including North Andover)	14	609	381	214	.....	.....
Lenox (including Lenox Dale, New Lenox, North Lenox)	.....	.....	3	2	.....	.....
Leominster (including Lunenberg)	14	188	1	.....	.....	.....

STATEMENT I—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Massachusetts—Continued.						
Ludlow	2	47	36	26	45	.....
Lynn (including Nahant, Saugus, Swampscott)	.....	.....	324	156	400	.....
Malden	23	405	142	82	.....	.....
Marlboro (including Northboro)	.....	.....	29	22	.....	.....
Maynard	4	59	15	6	.....	.....
Melrose	9	51	2	2	.....	.....
Methuen	2	.....	.....	.....	.....	.....
New Bedford (including Acushnet, Dartmouth, Fairhaven, Freetown)	30	871	65	41	.....	.....
Newburyport	.....	.....	33	15	100	.....
Newton (including Auburndale, Chestnut Hill, Eliot, Newton Center, Newton Highlands, Newton Lower Falls, Newton Upper Falls, Newtonville, Nonantum, Riverside, Waban, West Newton)	1	10	.....	.....	.....	.....
North Attleboro (including Plainville)	2	43	14	11	100	.....
Norwood (including Balch District)	.....	.....	85	57	.....	.....
Palmer (including Bondsville, Thorndike, Three Rivers)	.....	.....	12	9	.....	.....
Plymouth	2	31	80	50	.....	.....
Quincy	.....	.....	127	56	25	.....
Shirley	2	25	.....	.....	.....	.....
Somerville	5	172	8	7	.....	.....
Springfield (including Indian Orchard, Long Meadow)	.....	.....	420	213	135	.....
Taunton	17	320	.....	.....	.....	.....
Vineyard Haven (including Fisbury Township)	2	34	.....	.....	45	.....
Walpole (including Foxboro, Norfolk)	.....	.....	3	1	.....	.....
Waltham	.....	.....	50	29	.....	.....
Warren	7	101	15	10	.....	.....
Wellesley	1	24	.....	.....	.....	.....
West Springfield	.....	.....	20	16	100	.....
Worcester	.....	.....	153	71	150	.....
Total	315	7,737	7,681	3,921	2,725	.....
Michigan.						
Albion	2	20	7	5	.....	.....
Ann Arbor	.....	.....	22	9	.....	.....
Battle Creek	2	44	.....	.....	.....	.....
Bay City (including Banks, East Side, Essexville, Salisburg, West Side)	1	5	.....	.....	.....	.....
Benton Harbor (including Coloma, Millburg)	.....	.....	53	25	.....	.....
Bessemer	4	70	65	15	.....	.....
Birmingham	1	2	.....	.....	.....	.....
Chassel	.....	.....	8	1	.....	.....
Crystal Falls (including Tobin Location, Western Location)	.....	.....	11	6	.....	.....
Detroit	64	2,750	8,300	2,884	.....	.....
Diorite	1	4	7	.....	.....	.....
Dodgeville (including Isle Royale Mine, Superior Location, Superior Mine)	.....	30	11	5	.....	.....
Escanaba (including North Escanaba, Wells)	1	53	78	32	.....	.....
Flint	.....	.....	99	46	.....	.....
Grand Haven (including Ferrysburg, Spring Lake)	6	87	17	8	.....	.....
Grand Rapids	.....	.....	607	487	.....	.....
Gwinn (including Cyr Mining Location, Princeton)	9	71	6	3	.....	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Michigan—Continued.						
Hamtramck	1	60	761	388	.....	.....
Hancock (including Franklin Mine, Pewabic, Quincy Mine)	3	94	13	7	.....	.....
Houghton (including Ionia)	3	32	29	17	.....	.....
Hudsonville	1	10	.....	.....	.....	.....
Iron River	4	56	.....	.....	.....	.....
Ironwood	.....	90	210	78	.....	.....
Kalamazoo (including Comstock, Galesburg, Plainwell, Schoolcraft, Vicksburg)	.....	.....	38	22	.....	.....
Lake City	.....	.....	1	1	.....	.....
Lansing (including Bath, De Witt, Dimondale, East Lansing, Halsett, Holt, Mason, St. Johns)	.....	.....	178	91	.....	.....
Loretto (including Waucedah)	.....	40	11	3	.....	.....
Marquette	2	46	53	8	.....	.....
Mohawk (including Ahmeek, Allouez)	2	51	4	1	.....	.....
Mount Clemens	.....	.....	15	8	.....	.....
Munising	.....	.....	27	11	.....	.....
Muskegon (including Fruitport, North Muskegon)	.....	.....	314	208	.....	.....
Muskegon Heights	3	42	8	7	.....	.....
Negaunee	2	67	27	14	.....	.....
Norway, Vulcan	3	41	5	2	.....	.....
Painesdale (including Atlantic Mine, Baltic, South Range, Toivola, Trimountain)	10	241	18	14	.....	.....
Pontiac (including Clarkston, Farmington, Holly, Orion, Oxford, Rochester)	1	18	145	46	.....	.....
Port Huron (including North Port Huron, Salt Block, Upton Works)	.....	.....	68	27	.....	.....
Redridge	1	17	.....	.....	.....	.....
Republic	2	15	.....	.....	.....	.....
Saginaw (including Birch Run, Bridgeport, Buena Vista Township, Burt, Cafrolton, Fosters, Freeland, Merrill, Oakley, Spalding Township, Swan Creek, Zilwaukee)	4	185	147	92	.....	.....
Saginaw, West Side	4	83	20	12	.....	.....
Sault Ste. Marie (including Algonquin)	4	25	57	19	.....	.....
Stambaugh (including Caspian, New Caspian, Palatka)	2	35	1	.....	45	.....
Traverse City	.....	.....	6	5	100	.....
Victoria	1	52	.....	.....	.....	.....
Wakefield (including Castile Mine, Micado Mine, Plymouth Mine, Waco Location, Waco Mine)	8	102	31	19	.....	.....
Total	152	4,538	11,458	4,626	145	.....
Minnesota.						
Albert Lea (including Alden, Armstrong, Clarks Grove, Glenville, Hayward, Manchester)	3	17	.....	.....	.....	.....
Alexandria	.....	.....	4	2	.....	.....
Arlington	.....	.....	1	1	.....	.....
Aurora (including Adriatic, Mesaba, Miller, Mohawk, Stevens)	5	90	34	18	50	.....
Austin (including Brownsdale, Lansing, Oakland, Ramsey, Rose Creek, Waltham)	1	4	11	3	.....	.....
Badger	1	1	.....	.....	.....	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished,		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Minnesota—Continued.						
Biwabik (including Pineville)	1	17	19	6	.....	.....
Buhl (including Dean Mine, Wanless, Woodbridge)	17	294	19	8	150	.....
Chisholm (including Balkan Township, Billings Location, Clark Location, Dunwoody Location, Hartley, Monroe Location, Myers, Shenango)	25	520	73	37	.....	.....
Coleraine (including Bovey, Calumet, Marble, Taconite)	.....	.....	62	15	.....	.....
Columbia Heights	2	37	11	11	.....	.....
Crosby (including Dearwood, Ironton)	.....	.....	35	11	.....	.....
Duluth	26	676	896	312	15	.....
East Grand Forks (including Grank Forks, N. Dak.)	.....	.....	16	5	.....	.....
East Lake	2	11	.....	.....	.....	.....
Ely (including Savoy Location)	8	227	.....	.....	.....	.....
Eveleth (including Drake and Stratton Location, Troy Location)	30	449	104	43	400	.....
Fergus Falls (including Aurdal Township, Battle Lake, Buse Township, Pelican Rapids, Rothsay, Underwood)	.....	.....	.....	31	16	.....
Gilbert (including Belgrade Mine, Elba Location, Genoa, Genoa Mine Location, Hutter, McKinley, St. Louis River R. S., Schley Location, Sparta)	19	322	.....	26	19	.....
Grand Marais	1	7	2	.....	53	.....
Grayling	1	10	.....	.....	.....	.....
International Falls, Ranier	1	35	27	11	40	.....
Keewatin (including Bennet Mine, Bray Mine, Mississippi, St. Paul Location)	7	68	54	33	.....	.....
Lawler	3	16	2	.....	15	.....
Little Falls	1	.....	12	8	.....	.....
Lyle	.....	.....	1	.....	.....	.....
Mahnomen	.....	.....	.....	.....	12	.....
Mankato (including Eagle Lake, Lake Crystal, North Mankato, St. Peter)	.....	.....	18	9	40	.....
Menahga	1	8	.....	.....	.....	.....
Minneapolis (including Robinsdale, St. Louis Park)	349	2,888	2,890	1,327	.....	.....
Montevideo (including Watson, Wigdahl)	.....	.....	13	2	53	.....
Moorehead	.....	.....	10	2	.....	.....
Mora (Rural district 6)	1	1	.....	.....	.....	.....
Mountain Iron (including Costin, Ellis, Hopper, Kinross, Leonidas Mine, Parkville)	.....	.....	3	.....	.....	.....
Nashwauk (including Balsam Lake School, McLeod School, Parastella School, Shoemaker School)	.....	.....	51	17	.....	.....
New Ulm (including Cottonwood, Lafayette, Milford, Sigel Township)	1	21	.....	.....	.....	.....
Norwood (including Bongard, Cologne, Hamburg, Motordale, Plato, Waconia, Young America)	1	3	.....	.....	.....	.....
Park Rapids	.....	.....	1	1	.....	.....
Red Wing	1	11	.....	.....	.....	.....
Rochester	.....	15	.....	.....	.....	.....
St. Cloud (including Sartell, Waite Park, White Park)	3	63	4	1	.....	.....
St. Paul	47	1,020	1,029	466	.....	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Minnesota—Continued.						
Section Thirty	2	20				
South St. Paul	3	165	42	22		
Tower	2	56	2	2		
Two Harbors	2	34	97	25		
Virginia (including Florenton, Franklin, Northside)	25	480	105	45		
Wannaska	1	1				
Winona	1	14				
Total	594	7,621	5,648	2,500	863	
Missouri.						
Crystal City			10	4		
Desloge	3	97				
Kansas City (including Independence, North Kansas City, Rosedale, Kans.)	22	498				
Springfield			11	5		
Sugar Creek		35				
Total	25	630	21	9		
Montana.						
Butte (including Centerville, Meaderville, McQueen Addition, South Butte, Walkerville)			428	208		
Flat Willow	1	1				
Forsyth	3	24				
Glendive (including Allard, Colgate, Hoyt)			30	20		
Graber (including School District 108)	1	*4				
Great Falls (including Black Eagle)	4	117	137	64		
Havre	6	70				
Heron	2	4				
Kalispell	1	3				
Lewiston (including Glengarry, Hilger, Moore, South Lewiston)			23	3		
Miles City			31	13		
Missoula	1	18	37	3		
Olanda	1	2				
Plains	3	4			15	
Red Lodge	3	120			10	
Terry					10	
Vananda	1	2	1		8	
Wason Flats	1	9				
Total	28	378	687	311	43	
Nebraska.						
Bayard	4	22				
Blue Hill	1	18				
Bridgeport			12			
Clarkson	1	9				
Columbus	1	11				
Crete	1	15				
Hardy	2	2				
Havelock	8	89	39	16		
Howell	1	12				
Lincoln (including Collegeview, Normal, University Place)	13	491	118	48		
Norfolk (including South Norfolk)	4	17	19	15		
Omaha (including Benson, Florence, South Omaha)	15	1,446	603	280	275	
Pierce	1	1				
Randolph	1	1				
Ruskin	1	20	2	1		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Nebraska—Continued.						
Scottsbluff	1	34				
Sutton			4	2		
Wahoo					35	
Wilber			1	1		
York (including Henderson)			9	1		
Total	55	2,188	807	364	310	
Nevada.						
McGill	2	40	11	3	30	
Sparks	8	150				
Total	10	190	11	3	30	
New Hampshire.						
Berlin (including Gorham, Milan)	14	528	148	77		
Claremont	14	208	5	2		
Derry	2	39				
Epping	2	26				
Franklin (including Hill, Northfield, Sanbornton)	8	78				
Littleton	2	35			75	
Manchester (including Auburn, Bedford, Bow, Candia, Chester, Goffstown, Grasmere, Weare)	8	100	15	2		
Milford (including East Milford, Pine Valley)	4	50	3	3	9	
Nashua	28	641				
Newmarket	8	193	8	7		
Newport	5	28				
Portsmouth	6	160				
Rochester	6	107				
Somersworth (including Rollingsford)			6	3		
Suncook (including Allenstown, Hooksett, Pembroke)			1			
Total	107	2,193	186	94	84	
New Jersey.						
Atlantic City	6	215	266	134		
Bayonne	4	117	1,145	629		
Bernardsville (including Basking Ridge, Far Hills, Liberty Corner)			54	36		
Bloomfield	2	30	58	34		
Bordentown (including Roebling, White House)	1	46	13	1		
Camden (including Collingswood Borough, Haddonfield Borough, Haddon Heights Borough, Merchantville Borough, Pensanken Township)	1	27	1,233	668		
Chrome			31	22		
Clifton	4	152	101	79		
Dover (including Bowlbyville, Denville, Kenvil, Mill Brook, Mine Hill, Randolph Township, Rockaway, Wharton)	1	30	37	17		
East Newark (Newark P. O.)	1	19				
Elizabeth (including Elizabethport, Elmora, Linden, North Elizabeth, Roselle Park)	4	152	1,068	579		
Englewood (including Cresskill, Demarest)	2	50				
Franklin	2	51	6	5		
Freehold			12	9		
Glassboro		18				

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
New Jersey—Continued.						
Glen Ridge (including Gloucester)			4	1		
Grantwood			11	5		
Hackensack (including Bogota, Maywood, North Hackensack, Oradell, River Edge, Rochelle Park, Teaneck)	2	44	92	60		
Harrison			97	60		
Hoboken			604	302	12	
Irvington	1	41	52	31		
Kearney (Arlington P. O.) (including Arlington, North Arlington)	1	24				
Lodi			43	35		
Newark	36	1,253	2,808	1,686		
New Brunswick (including Franklin Park, Highland Park, Millstone, Milltown)	1		289	175		
Newfield	1	12				
North Bergen (including East New Durham, Granton, New Durham, Woodcliff)			30	22		
Orange			241	151		
Passaic	19	570	758	573	65	
Paterson (including Hawthorne, North Paterson, Totowa, West Paterson)	15	331	847	563		
Perth Amboy (including Fords, Keasbey, Maurer, Sewaren)			392	284		
Phillipsburg			28	13	160	
Plainfield (including North Plainfield)		127	82	41		
Prospect Park Borough			44	37		
Red Bank (including Eatontown, Fairhaven, Little Silver, Rumson, Sea Bright, Shrewsbury)			43	26	48	
Rutherford (including Carlstadt, East Rutherford, Hasbrouck Heights, Lyndhurst, Moonachie, Wallington, Woodridge)	2	12	76	46		
Somerville (including Manville)	3	44	14	9	52	
South River	7	223	30	17		
Summit (including Chatham, Millburn, New Providence, Short Hills, Springfield)	3		17	7		
Trenton	12	376	1,997	1,219		
Westfield	6	30	8	6	75	
West Hoboken (including Secaucus, Weehawken)	3	107	82	46		
West New York (including Guttenburg, Union Hill)			80	51		
Woodbine			9	6		
Woodbridge (including Avenel, Iselin, Port Reading)			15	12	100	
Total	140	4,106	12,907	7,677	512	
New Mexico.						
Albuquerque (including Barelas, Martine Town, Old Albuquerque)	1	11	24	10		
Dawson	3	50				
Deming	2	45				
Raton	2	6				
Total	8	112	24	10		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
New York.						
Albany (including West Albany)					10	
Auburn (including Aurelius, Fleming, Melrose Park, Owasco, Port Bryan, Sennett, Skaneateles, Throop)	15	361	52	36		
Au Sable Forks	1	12				
Batavia			49	34		
Binghampton (including Johnson City, Union)	14	330	107	65		
Buffalo (including Cheektowaga, Forks)	113	2,224	1,740	736	500	
Cadyville	1	24				
Canandaigua	2	38	7	4	135	
Capron	2	43			60	
Carthage	14	33				
Chazy	1	3				
Clyde	1	20	7	6	25	
Cohoes			70	49		
Corning	11	165	13	4		
Cortland			34	13		
Depew (including Bellevue)	4	67	4	1		
Dunkirk			5	5		
Elmira (including Horseheads, Southport, Wellsburg, West Elmira)	3	61	117	69		
Endicott	6	186	48	17	70	
Fairport			2	2	5	
Frankfort	2	50			50	
Fredonia	3	60				
Fulton	2	66	25	18		
Geneseo			3	1		
Geneva			7	2		
Gloversville			27	17		
Granville	2	49	23	20		
Hastings-upon-Hudson	1	24				
Haverstraw			9	4		
Hempstead			24	14		
Herkimer			23	10		
Hinckley			1	1		
Hornell	7	73	4	3		
Hudson Falls	7	38				
Jamestown (including Celeron, Falconer, Frewsburg, Lakewood)	10	236	85	50		
Johnstown	121	671	15	9		
Kingston			27	17		
Lackawanna	6	105				
Little Falls			28	17		
Lowville			1	1		
Lyon Mountain	2	27				
Lyons	1	24	10	7		
Massena	2	100	15	9		
Mechanicsville (including Frog Island, Stillwater)	3	96	56	31		
Medina (including Knowlesville, Middleport)	1	9	4	2	18	
Morrisonville	1	20				
Mount Morris	5	20	1	1		
Mount Vernon (including Bronxville, Pelham, Tuckahoe)	10	314				
Newark			19	11		
Newburgh	4	51	328	187		
New Rochelle			67	33		
New York	605	28,545	29,125	13,971	4	
Niagara Falls (including La Salle)	33	771	360	182	2,135	
North Tarrytown	1	26	26	19		
North Tonawanda (including Tonawanda)			32	13	267	
Oakfield	3	13	1	1	35	
Ogdensburg			2	1		
Olean	1	41	71	36		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
New York—Continued.						
Oneida (including Durhamville, Oneida Castle, Wampsville)			7	5		
Oneonta			3	1		
Ossining			10	7	200	
Plattsburg	2	28			70	
Port Ivory (Staten Island P. O.)	6	252				
Port Jervis			10	8		
Poughkeepsie		8,560	99	52		
Rensselaer	1	18				
Rochester (including Brighton, Chili, Clarkson, Gates, Greece, Hamlin, Henrietta, Irondequoit, Mendon, Ogden, Parma, Penfield, Perinton, Pittsford, Riga, Rush, Sweden, Webster, Wheatland)			373	180		
Rockville Center (including East Rockaway, Lynbrook, Malverne, Oceanside)			23	10		
Rome			110	81		
Sag Harbor	1	35	6	6	100	
St. Johnsville			2	2		
Saratoga Springs	8	68	13	7		
Schenectady (including Alplaus, Glenville, Niskayuna, Scotia, South Schenectady, Township of Niskayuna)	57	1,055	106	59		
Seneca Falls					100	
Sloan (Buffalo P. O.)	2	12	2	2		
Solvay	32	608	82	47		
Southampton	2	21	6	4		
Standish	1	8				
Syracuse (including East Syracuse, Eastwood, Liverpool, Onondaga Valley)			100	40		
Ticonderoga	1	18				
Tupper Lake	2	46			60	
Utica (including Deerfield, New Hartford, New York, Mills, Whitesboro)	38	848	731	410	180	
Waterloo	1	34	11	8		
Watertown (including Brownville)	3	103				
Whitehall	2	35	16	8	100	
Willsboro	4	7				
Yonkers					75	
Total	1,184	46,752	34,384	16,666	4,199	
North Dakota.						
Alkabo	2	14				
Ambulance Butte (Solen P. O.)		17				
Antelope	5	17				
Benedict	2	9				
Beulah	1	14				
Bismark	1	24	17	7		
Burnstad	5	11			35	
Chimney Butte (Mandan P. O.)	1	17				
Cooperstown			4			
Crown Butte (Sweet Briar P. O.)		8				
Dodge	8	31				
Eckelson	6	12				
Fargo			21	7		
Fayette	6	15				
Halliday		13				
Harvey			6	2		
Hazen (including Expansion, Krem, Mannhaven, Stanton)			4	2		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
North Dakota—Continued.						
Heilbron, District No. 18 (Hebron P. O.)		33				
Jamestown	2	37				
Judson, District 6		13				
Kulm			1			
Lakota (including Aneta, Dahlen, Kloten, Mapes, McVille, Michigan, Pekin, Petersburg, Tolna, Whitman)	1	12	21	8		
Lidgerwood	2	4	5	4		
Lonesome (Flasher P. O.)		12				
Mandan	1	16				
Mercer	8	28				
Minnewaukan		8				
Minot			45	7	400	
Pleasantview, District 10 (Courtnay P. O.)	1	10				
Solen	1	9				
Tioga	4	8				
Turtle Lake	5	9				
Williston			11	5		
Wilton	1	15				
Wise District	7	32				
Wishek	12	47				
Zap	1	27				
Total	83	522	135	42	435	
Ohio.						
Alliance	3	72	106	43		
Akron (including Cuyahoga Falls, Doylestown, Hudson, Peninsula)			1,854	793	6	
Barberton				70	36	
Bedford	2	22		5	3	
Bellaire				34	22	60
Bellefontaine				1		
Canton (including East Canton, Louisville, New Berlin, North Canton, North Industry, Osnaburg)				284	82	
Cincinnati (including Carthage, Dayton (Ky.), Elmwood Place, Hartwell, Lockland, Madisonville, Norwood, Reading, St. Bernard, Shaker Heights)	4	264				
Cleveland (including East Cleveland, Euclid, Newberg, Royalton, West Park)	150	4,968		2,972	1,583	
Columbus				170	70	
Conneaut (including Amboy, East Conneaut, Nort Conneaut)	3	50				
Dayton		40				
Elyria (including Carlisle)	10	148				
Fremont	1	9				
Hamilton (including Coke Otto, Fairfield Township, Overpeck, St. Clair Township, Symmes Corner, Trenton)	3	39	5	3		
Lorain	24	470				
Marion	1	8	11	1		
Medina			4	2		
Neffs			2	2	30	
Piqua (including Bradford, Covington, Fletcher, Len Conover, Lockington, Pleasant Hill, Troy, West Milton)			9	8		
St. Clairsville	1					
Sandusky	1	21				

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Ohio—Continued.						
Steubenville	8	54	133	65	.....	.....
Tiffin	2	19	10	8	.....	.....
Toledo	.....	1,001	1,914	761	1,400	.....
Total	213	7,185	4,053	5,222	3,282	60
Oklahoma.						
Hartshorne	.....	.....	8	7	.....	.....
Lehigh (including Midway, Phillips)	.....	.....	2	2	.....	.....
Oklahoma	3	32	20	12	.....	.....
Okmulgee	.....	.....	2	2	.....	.....
Sapulpa	4	4	2	2	.....	.....
Tulsa (including Home Gardens Addition, Springdale, West Tulsa)	1	10	12	3	.....	.....
Total	8	46	46	28	.....	.....
Oregon.						
Astoria (including Hammond, Warrenton)	10	336	178	61	200	.....
Bay City, district 31	1	1	2	1	.....	.....
Clifton, district 33	2	16	2	1	15	.....
Eugene	1	4	.....	.....	.....	.....
Marshfield	.....	.....	25	.....	.....	.....
North Bend	1	12	3	.....	.....	.....
Portland (including St. John)	.....	.....	645	405	.....	.....
The Dalles	.....	.....	.....	.....	25	.....
Wallowa	1	7	.....	.....	.....	.....
Wauna, district 38	2	28	.....	.....	.....	.....
Total	18	404	855	468	240	.....
Pennsylvania.						
Allentown	7	470	109	64	.....	.....
Altoona (including Hollidaysburg, Juniata, Logan Township, Llyswen, South Altoona)	1	.....	65	31	.....	.....
Anita	6	25	.....	.....	6	.....
Archbald	.....	.....	29	18	.....	.....
Ardmore	.....	.....	2	.....	.....	.....
Armstrong	.....	.....	2	.....	.....	.....
Aspinwall (Pittsburgh P. O.)	1	2	.....	.....	.....	.....
Austin	2	13	20	4	.....	.....
Avoca	1	16	.....	.....	.....	.....
Barnesboro (including Cymbria Mines, Elmora, Emeigh, Garman, Marsteller, Saxman, Spangler)	.....	.....	7	4	.....	.....
Beaverdale	.....	.....	4	4	.....	.....
Bell	1	40	.....	.....	.....	.....
Bellefonte	1	22	.....	.....	.....	.....
Bessemer	2	17	.....	.....	.....	.....
Blairsville	.....	.....	22	11	.....	.....
Braddock (including North Braddock, Rankin)	8	109	205	129	.....	.....
Chambersville	.....	.....	.....	.....	60	.....
Clifton (Clifton Heights P. O.)	1	13	1	1	70	.....
De Lancey Crossing	.....	25	.....	.....	.....	.....
Dixonville	1	28	.....	.....	50	.....
Downington	.....	.....	8	5	.....	.....
Dunlo	.....	.....	1	1	.....	.....
Duryea (including Moosic, Old Forge)	1	44	18	12	.....	.....
Easton (including Glendon, Palmer, Redington, West Easton, Williams Township, Wilson Township)	2	52	.....	.....	.....	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Pennsylvania—Continued.						
East Pittsburgh (including Chalfont Borough, North Versailles Township, Wilkins Township)	3	90	87	41	.....	.....
Edwardsville (Kingston Station P. O.)	1	19	.....	.....	.....	.....
Eleanor	2	25	4	3	.....	.....
Ellsworth	.....	.....	71	54	.....	.....
Ellwood City (including Hazel Dell, Park Gate, Wurtenburg)	.....	.....	136	88	.....	.....
Erie (including Lawrence Park, Wesleyville)	.....	.....	732	452	666	.....
Farrell	5	1,015	.....	.....	.....	.....
Franklin	1	54	7	3	.....	.....
Franklin Borough (Conemaugh P. O.)	.....	.....	8	5	.....	.....
Fulton Run (Creekside P. O.)	3	22	.....	.....	.....	.....
Glenlyon	.....	.....	21	13	.....	.....
Greensburg	1	53	.....	.....	.....	.....
Grove City	3	25	.....	.....	.....	.....
Harriman (including Bristol, Edgely, Tullytown)	6	150	.....	.....	.....	.....
Harrisburg (including Enola)	5	104	51	15	90	.....
Holmesburg	1	33	.....	.....	75	.....
Homer City	.....	.....	.....	.....	115	.....
Indiana	3	.....	8	4	80	.....
Jeanette (including Arlington, Grapeville, Hempfield Township, Penn Manor, Penn Station, Penn Township)	1	54	38	20	.....	.....
Johnsonburg	2	41	.....	.....	.....	.....
Johnstown (including Conemaugh, Dale, Edgewood, Ferndale, Lorain, Tannersville, Westmont)	9	216	570	318	300	.....
Kittanning (including East Franklin Township, North Buffalo Township)	.....	.....	5	.....	.....	.....
Kulpmont	1	9	5	3	25	.....
Lancaster (including Dillerville, Rossmere)	.....	.....	.....	.....	65	.....
Langeloth	.....	.....	1	1	.....	.....
Lansford	6	253	101	72	.....	.....
Latrobe	3	64	.....	.....	250	.....
Lebanon (including East Lebanon, Lebanon Ind. Borough, Lehighton, North Cornwall Township, South Lebanon, West Lebanon)	2	17	82	9	.....	.....
Locust Gap (including Atlas)	.....	.....	50	39	.....	.....
McDonald	.....	120	.....	.....	200	300
McIntyre	.....	.....	.....	.....	75	.....
McKeesport (including Dravosburg, Elizabeth Township, Glassport, Port Vue, Versailles)	7	131	266	150	.....	.....
McKees Rocks (including Pittock, Presston, Stow Township)	.....	.....	160	111	.....	.....
Mahanoy City	1	60	.....	.....	.....	.....
Monessen (including Rostraver Township)	4	92	35	22	.....	.....
Morrisdale	1	22	.....	.....	.....	.....
Mount Carmel (including Diamondtown, Kelser)	1	32	68	44	.....	.....
Nanticoke	3	52	193	149	.....	.....
Nanty Glo	.....	.....	7	5	.....	.....
New Castle	5	133	107	83	.....	.....
New Kensington (including Arnold, Parnassus, Springdale, Valley Camp)	3	158	4	2	.....	.....
North East	3	19	3	3	.....	.....
Osceola Mills	.....	.....	9	3	25	.....

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Pennsylvania—Continued.						
Peckville (including Blakeley Borough)	1	40				
Philadelphia (including Germantown)	5	3,173	2,479	1,366		1,250
Phillipsburg	3	28				
Pittsburgh (including Bellevue, Crafton, Homestead)	97	2,149	2,868	1,733	100	
Plains (Wilkes-Barre P. O.)			44	26	50	
Punxsutawney	16		6	2	65	
Reading	5	163	116	49	200	
Reynoldsville			3	3		
Scottdale			9	6		
Scranton	41	1,036	366	223		
Seminole					50	
Sharon	5	316			1,500	
Sharpsville	5	315	37	19		
Slatington			2	1		
South Fork			13	3		
Sugar Notch	1	26				
Turtle Creek			22	11		
West Chester	5	14	20	8	40	
Wheatland	1	55				
Wilkes-Barre	5	154	461	280		
Winburne			20	17		
Woodlawn (including Dickey Hollow, McDonald Hollow, Temple Hollow)	4	86	24	11		
Woods Run (Pittsburgh P. O.)	2	62				
Total	312	11,556	9,812	5,754	4,157	1,550
Rhode Island.						
Anthony	1	7				
Apponaug			1	1		
Central Falls		515				
Cranston (Providence P. O.)	2	24				
East Greenwich	1	1				
East Providence	3	100	22	11	200	
Greenville (including Smithfield)	2	12	2	2		
Johnston (Providence P. O.)			9	7		
Providence	25	1,013	921	458		
Westerly (including Ashaway, Bradford, Charlestown, Hopkinton, Stonington, Conn.)			63	36		
Woonsocket	1	695	83	34		
Total	35	2,367	1,101	549	200	
South Carolina.						
Angelus			1	1		
Blythewood			1			
Brancheville			1			
Charleston (including Atlanticville, Mt. Pleasant, Sullivan's Island)	1	27	153	39	27	
Columbia			10	3		
Darlington			1			
Edgefield			1			
Florence			1	1		
Greenville			4	3		
Greer			4			
Marion			1			
New Brookland			1	1		
Paris Island			7			
Plantersville			1	1		
Summerton			1			
Summerville			1	1		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
South Carolina—Continued.						
Sumter			5			
Walhalla			2			
Total	1	27	196	50	27	
South Dakota.						
Aberdeen	14	140	57	39		
Bowdle		22				
Bradley	5	16				
Freeman		90				
Herreid	1	13				
Hoemer		11				
Huron (including townships of Cavour, Clyde, Custer, Theresa, Valley)	12	24	17	4		
Java		28				
Kaylor		11				
Lead (including Central, Terraville, Terry, Trojan)			9	1		
Menno		52			20	
Milbank	5	28	16	11		
Mitchell		11	5	4		
Parker			1			
Peterson School (Edmunds County Rural)		9				
Pierre		9				
Redfield	1	10	9	4		
Reliance (Heib School)	1	25				
Roscoe		27				
Sioux Falls (including Riverside, West Sioux Falls)			83	30		
Strandburg	2	20				
Tripp		63				
Total	41	609	197	93	20	
Texas.						
Austin			11	6		
Beaumont	2	59				
Dallas	2	103				
El Paso	11	450	156	87		
Galveston	1	31				
Houston			229	133		
San Antonio	19	487	198	61		
Waco	3	26	32	18		
Total	38	1,156	626	305		
Utah.						
Bingham Canyon (including Copperfield, Highland Bay, Lead Mine, United States Mine)			25	7		
Castlegate			4	3		
Kenilworth	2	15				
Logan			4	2		
Magna			3	1		
Midvale	25	377				
Murray			2	2		
Provo			11	4		
Salt Lake City	5	97	293	126		
Sandy	20	419				
Winterquarters			6	3		
Total	52	908	348	148		
Vermont.						
Bellows Falls			15	6		
Brattleboro			7	1		
Burlington			32	16	35	

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Vermont—Continued.						
Lyndonville	1	28				
Montpelier	1	23				
Total	2	51	54	28	35	
Virginia.						
Alexandria			15	4		
Norfolk	3	87	553	62	275	
Portsmouth			16	6		
Richmond		16	69	40	575	
Roanoke (including Raleigh Court, Salem, South Roanoke, Vinton, Virginia, Heights)	1	8	6	5		
Winchester	1	1				
Total	5	112	659	117	850	
Washington.						
Aberdeen			210	68		
Axford	3	11				
Bay View	1	1				
Black Diamond (including Franklin)	1	25				
Bothell	1	3				
Burlington	1	5				
Camas			12	6		
Cashmere	1	1				
Centralia			2			
Cle Elum (including South Cle Elum)			46	20		
Concrete	3	18				
Conway, District 24 (Mount Vernon P. O.)	2	6				
Cosmopolis	3	32	13	5		
Ellensburg	1	6	3			
Enumclaw, District 170	3	3	8	3		
Ephrata	1	1				
Everett (including East Everett, Lowell, Mukilteo, Pinehurst)	3	77	72	34		
Foster (Kapowsin P. O.)	1					
Foster (Seattle R. D. 5)	1	8				
Gate (District 9)	1	1				
Gig Harbor	1	14				
Grayland (District 54)	1	5			60	
High Point	3	10				
Hoquiam (including Polson's Railroad Camp, Quession, Royal City)	3	50	39	15	50	
Index	3	7	1	1		
Issaquah (including Monohan)	1		1	1		
Kelso	1	21				
Kent (District 3)	1	2				
Kirkland (District 57)	1	2				
Knappton	1	12				
La Conner	1	5				
Lester	2	4			12	
Loomis	1	1				
Montesano (including Brady, Melbourne, Satsop)		5	4	2		
Mount Vernon	4	51				
Newcastle (District 13)	1	13				
Olympia (including Belmore, Mud Bay, South Bay, Tumwater)	1	3	6	1		
Omak	1	3				
Oneida (School District 21)	1	5				
Pasco	2	10				
Pearson (including Scandia)	2	27	2	2		
Pleasant Ridge (Pearson R. D.)	1	7				

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Washington—Continued.						
Port Angeles					75	
Preston	1	9				
Puyallup	1	1				
Pysht	1	1				
Raymond	22	187	39	17	800	
Renton (including Earlington)	1	36				
Roslyn (including Beekman Mine)	3	26	10	5		
Seattle			2,823	1,029		
Snoqualmie	1	8	3	2		
Spokane			827	252		
Tacoma (including Browns Point, Dash Point, Fern Hill, Manitou, Northeast Tacoma, Regents Park, South Tacoma, Titlow Beach)	12	2,504	900	409	135	
Taylor			1	1		
Tolt (School District 165)	1	1				
Tonasket	1	1				
Walville	7	7				
Washougal, R.D. 1		15				
Woodinville (District 23)	1	1				
Yakima	1	12	23	11		
Total	113	3,264	5,045	1,884	1,132	
West Virginia.						
Huntington			14	7		
Wellsburg (including Beech Bottom, Follansbee)	1	10	16	8		
Wheeling (including Benwood, Bridgeport, Ohio, East Bridgeport, Elm Grove, McMechen, Williamson)			194	95		
Total	1	10	224	120		
Wisconsin.						
ntigo	1	15				
ppleton (including Combined Locks, Little Chute)	1	19				
Beloit (including Afton, Clinton, Rockton, Ill., South Beloit, Ill.)	3	31	43	18		
Blackwell	1	10				
Chippewa Falls (including Anson, Cornell, Eagle Point, Hallie, Irving, Lafayette, Tilden)			6	3		
Cudahy (including Fernwood, St. Francis, Stormy Hill)	3	58	515	362		
De Pere	1	1	2	1		
Eau Claire (including Seymour, Union, Washington, Altooma)	1	18				
Fifield (Devine Rapids School)	2	13	1	1	20	
Fond du Lac	2	33	68	41		
Grand Rapids (including Bison Village, Port Edwards, Rudolph, Saratoga, Seneca, Siegel)			17	13		
Green Bay (including Duck Creek)	3	68	274	171		
Janesville	1	11	42	19		
Juneau	1	5	3	2		
Kaukauna			111	82		
Kenosha (including Pleasant Ferry, Somers)	25	295	132	60		
Kohler	1	53	25	4		

STATEMENT 1—Continued.

State and city or town.	Number of classes.	Total enrollment.	Names furnished.		Blank supplies furnished.	
			Candidates.	Candidates' wives.	Educational record cards.	Letters of invitation.
Wisconsin—Continued.						
La Crosse (including Barre Mills, Holmen, La Crescent, Minn.; Midway, Onalaska, West Salem)	2	52	44	23	.....	.....
Ladysmith	1	30	7	3	.....	.....
Madison (including Burke, McFarland, Sun Prairie)	24	617	129	58	.....	.....
Manitowoc	1	29	49	11	.....	.....
Marinette	2	44	.....	.....	.....	.....
Marshfield (including Bakerville, Hewitt, Lincoln, McMillan)	1	23	15	8	.....	.....
Menasha	1	14	14	11	.....	.....
Menomonie	1	.....	34	19	.....	.....
Milwaukee (including East Milwaukee, town of Greenfield, town of Lake, Wauwatosa)	.....	.....	3,439	2,166	570	.....
North Milwaukee	2	24	.....	.....	.....	.....
Port Washington (including Belgium, Cedarburg, Fredonia, Grafton, Miquon, Saukville)	4	25	21	13	.....	.....
Prentice, R. D. 1	1	2	.....	.....	.....	.....
Racine (including Ives, Lakeside, North Racine)	.....	430	.....	99	48	.....
Rhinelander	1	10	.....	34	19	.....
Sheboygan (including Howards Grove, Mosel)	.....	.....	.....	320	172	600
Sheldon	1	5	.....	.....	.....	.....
South Milwaukee (including town of Oak Creek)	2	45	.....	61	37	.....
Stoughton	2	46	.....	35	18	80
Superior	.....	.....	.....	398	100	.....
Tomahawk	.....	.....	.....	4	3	.....
Two Rivers	1	11	.....	36	19	.....
Washburn	1	17	.....	6	5	.....
Waukesha	1	29	.....	93	54	.....
Wausau (including Rothschild, Schofield)	.....	.....	.....	29	16	.....
Total	95	2,083	4,991	4,213	1,076	680
Wyoming.						
Cambria	2	37	.....	.....	.....	.....
Clearmont	.....	.....	3	3	.....	.....
Evanston	1	11	.....	.....	.....	.....
Hanna (including Elmo, Evansville)	3	81	5	1	.....	.....
Kemmerer (including Conroy, Elkol, Frontier, Glencoe, Oakley, Quealey)	3	64	.....	.....	.....	.....
Laramie	1	9	8	1	.....	.....
Rawlins	.....	.....	13	6	.....	.....
Rock Springs	7	129	126	41	133	.....
Sheridan (including Arvada, Dietz, Model, Ulm)	2	31	6	1	.....	.....
Superior (including South Superior)	.....	.....	23	9	.....	.....
Total	19	362	183	62	133	.....

STATEMENT 2.—Cooperating communities, no statistics available.

Alabama:
- Adamsville.
- Adger.
- Alton.
- Avondale.
- Belle Sumter.
- Beltons.
- Blossburg.
- Brighton.
- Brookside.
- Burbank.
- Coalburg.
- Copeland.
- Covington.
- Dolomite.
- East Lake.
- Flattop.
- Henryellen.
- Irondale.
- Johns.
- Kimberly.
- Leeds.
- Lewisburg.
- Littleton.
- Lovick.
- Maben.
- McCalla.
- Morris.
- Mulga.
- Oxmoor.
- Palos.
- Pinson.
- Porter.
- Republic.
- Sayre.
- Sayreton.
- Shannon.
- Short Creek.
- South Highland.
- Tallassee.
- Thomas.
- Trafford.
- Trussville.
- Vinegar Bend.
- Warrior.
- Watson.
- Woodward.

Arizona:
- Clarkdale.
- Flagstaff.
- Hayden.
- Morenci.
- Superior.
- Tombstone.
- Tucson.

Arkansas:
- Bonanza.
- Booneville.
- Huntington.
- Ursula.

Alaska:
- Nome.
- Perseverance.

California:
- Bard.
- Chino.
- Coronado.
- Dorris.
- El Centro.
- Gilroy (including school districts of Adams, Live Oak, Rucker, San Martin, San Ysidro, and Sunnybrook).
- Gonzales.
- Grass Valley.
- Hanford.
- Hayward.
- Lodi.
- Los Banos.
- McCloud.
- Madera.
- Martinez.
- Montara.
- Moss Beach.
- National City.
- Nevada City.
- Oxnard.

California—Continued.
- Palo Alto.
- Point Richmond.
- Ransburg.
- Redlands.
- San Bernardino.
- San Fernando.
- San Gabriel.
- Santa Ana.
- Ukiah.
- Van Nuys.
- Weed.
- Westwood.
- Whittier.
- Willits.

Colorado:
- Akron.
- Bowen.
- Cameron (Independence P. O.).
- Canon City.
- Central City (including Black Hawk, Nevada, Russell Gulch, Tolland).
- Colorado Springs.
- Craig.
- Eaton.
- Eureka.
- Farr.
- Fort Morgan.
- Hillrose.
- Ideal.
- Jansen.
- Merino.
- Monte Vista.
- Pictou.
- Pueblo (Minnequa School).
- Rockvale.
- Rouse.
- Somerset.
- Sopris (Plaza School).
- South Canon City.
- Starkville.
- Superior.
- Valdez.

Connecticut:
- Bristol (including East Bristol, Forestville).
- East Windsor.
- Glastonbury.
- New Milford.
- Norwalk.
- Terryville.

Delaware:
- New Castle.
- Wilmington.

Florida:
- Jacksonville.
- Ybor City (Tampa P. O.).

Idaho:
- Blackfoot.
- Coeur d'Alene.
- Gibbs.
- Hope.
- Kellogg.
- Lava Hot Springs.
- Roselake.
- St. Maries.

Illinois:
- Beardstown.
- Belleville (including Dewey Station).
- Cherry.
- Dundee.
- Granville.
- Harrisburg (including Carriers Mills and Ledford).
- Hoopeston.
- Kincaid.
- Lincoln.
- New Athens.
- Phoenix.
- Princeton.
- Roanoke.
- Rochelle.
- St. Charles.
- Springfield.
- Toluca.

Indiana:
- Clay City.
- Clinton.
- Elkhart.
- Fairmount.
- Hymera.
- Indianapolis.
- Madison.
- Rushville.

Iowa:
- Ames.
- Bancroft.
- Charles City.
- Cooper.
- Dallas Center.
- Dubuque.
- Elma.
- Fort Madison.
- Gilmore City.
- Granger.
- Hubbard.
- Indianola.
- Jerome.
- Jewell.
- Lake City.
- Lake Mills.
- Milford.
- Moulton.
- Muscatine (including Blue Grass and Fairport).
- Orange City.
- Pocahontas.
- Red Oak.
- Rock Rapids.
- Rutland.
- Waterloo, East Side.

Kansas:
- Atchison.
- Aurora.
- Belvue.
- Clayton
- Concordia (including Jamestown).
- Hamilton.
- Horton.
- Isabel.
- Kirwin.
- Maryville.
- Munden.
- Newton.
- Palmer.
- St. Peter.
- Wichita.
- Wilson.

Kentucky:
- Henderson.

Louisiana:
- Gretna (including Jefferson Parish).
- Independence.
- New Orleans (including Algiers, Amesville, Chef Menteur, Gentilly, Lakeview, Lee, Little Woods, McDonoghville, Milneburg, Pontchartrain Grove).

Maine:
- Biddeford.
- Franklin.
- Westbrook.
- Winthrop.

Massachusetts:
- Amherst (including Cushman, North Amherst, Pelham, South Amherst).
- Arlington.
- Baldwinville.
- Bridgewater.
- Cohasset.
- Dedham.
- Everett.
- Ipswich (including Hamilton, Rowley, and Topsfield).
- Lowell (including Billerica, Dracut, and Tewksbury).
- Monson.

STATEMENT 2—Continued.

Massachusetts—Continued.
Natick (including Cochituate, Sherburn, and Wayland).
Needham.
North Adams.
Northampton (including Florence).
Peabody.
Pittsfield (including Dalton, Hinsdale, and Lanesboro).
Revere.
Rockport (including North Village, Pigeon Cove, and South Village).
Rutland.
Somerset.
Southbridge (including Charlton and Sturbridge).
Stoughton.
Turner Falls.
Wakefield (including Lynnfield and Reading).
Wareham.
Watertown.
Westfield.
Westford.
Michigan:
Alpha (including Dunn Mine Location).
Argyle.
Austin (Holly P. O.).
Bad Axe.
Boon and Henderson, District 7.
Bridgehampton, Districts 4 and 12.
Buel, Districts 1 and 6.
Calumet (including Centennial, Centennial Heights, Kearsarge, Osceola, Tamarack, and Wolverine).
Constantine.
Custer, District 3.
Delaware, District 8 (Mandan P. O.).
Dowagiac.
Elmer, District 1 (Sandusky P. O.).
Flynn (Brown City P. O.).
Greenleaf (Cass City P. O.).
Hancock (Ripley School).
Henderson, District 2.
Holland.
Iron Mountain.
Ishpeming (including North Lake School, R. D. 1).
Lake Linden.
Lake Odessa.
Laurium.
Lexington.
Ludington.
Manistee (including East Lake, Fife City, and Oak Hill).
Marine City.
Mariette, District 10.
Mio.
Onaway.
Palmer.
Ramsey (including Puritan Mine).
Rockland.
St. Joseph.
Sandusky.
Slagle, District 2.
Sturgis.
Three Rivers.
White Pigeon.
Minnesota:
Aitkin.
Ashby.
Askov.
Barrett.
Bemidji.
Blooming Prairie.
Border.
Bowlus.
Brainerd (including Barrows).
Minnesota—Continued.
Caledonia.
Caribou, District 81.
Carlton.
Cloquet.
Dilworth.
Elba.
Elbow Lake.
Elk River.
Fairmont.
Faribault.
Frazee.
Grand Rapids (including Island Lake, Leipold, Makl, Schumacker School, Trout Lake, and Wawina).
Greenbush.
Hallock, Districts 8 and 11.
Haug.
Herman.
Hibbing (including Alice, Brooklyn, Dupond, Glenn, Kittsville, Latonia, Mace, Mahoning, Maple Hill, Mitchell, Penobscot Pool, and Stevenson).
Hines.
Hoffman.
Hopkins.
Houston, R. D. 6.
Jasper.
Karlstad.
Kettle River.
Kettle River (Rural).
Kinney (including Lucknow, Sharon, and Spina).
Knife River.
Lake Owasso, District 24.
Luverne.
Moose Lake.
Nicollet.
Owatonna (including Bixby, Havana, Hope, Medford, Meriden, Morton, and Pratt).
Palisade.
Quiring.
Roseau.
Roosevelt.
Salol.
Strathcona.
Swan River.
Swift.
Thief River Falls.
Triumph.
Warroad.
Wendell.
Willmar.
Winton.
Mississippi:
Biloxi.
Canton.
Collins.
Flora.
Gulfport.
Ridgeland.
Missouri:
Barnard.
Bragg City.
Caruthersville.
Centerville.
Chillicothe.
Cuba.
Elmo.
Higbee.
Kirksville.
St. Louis (including Maplewood).
Sedalia.
Sikeston.
Slater.
Webb City.
Montana:
Acushnet.
Alder.
Alkali, District 5.
Ballantine.
Billings.
Montana—Continued.
Bob Cat, District 77.
Bowdoin.
Bowdoin, District 38.
Bridger.
Caldwell.
Cascade.
Cheadle.
Coalwood.
Columbia Falls.
Content.
Content, District 41.
Cross S Creek School District 77 (Kingsley P. O.).
Cut Bank.
Dagmar.
Dodson, District 2.
Eddy.
Falkon, District 30.
First Creek (Rivulet P. O.).
Geder School (Valleytown P. O.).
Genevieve.
Greve.
Grimes Creek (Rock Springs P. O.).
Hanson (Whitewater P. O.).
Harb.
Harlem.
Hartwick School (Meredith P. O.).
Hazel, District 6.
Helena.
Hinsdale.
Kila, District 20.
Knobs.
Lehigh.
Libby.
Lloyd, District 24.
Lost Lake.
Lovejoy, District 30.
Malta.
Malta, District 2.
Marsh.
Marsh, District 47.
Mildred, District 47.
Nashua.
Nielsen.
Nielsen, District 22.
Norheim.
Olney, District 58.
Park City (rural).
Plevna.
Polson.
Poplar.
Regina, District 5.
Roundup.
Roy, R. D., District 73.
Saco, District 2.
Sand Creek.
Somers.
Spring Creek (Absarokee P.O.).
Turner.
Turner, District 14.
Ural.
Valleytown.
Wagner.
Wagner, District 3.
Westmore.
Whitefish.
White Water.
White Water, District 36.
Nebraska:
Belden.
Clay Center.
Coleridge.
Cornlea.
David City.
Duncan.
Fairbury.
Farnum.
Fullerton.
Gandy.
Geneva.
Grand Island.
Gretna.

STATEMENT 2—Continued.

Nebraska—Continued.
Hartington.
Hooper.
Humphrey, R. D. 2.
Humphrey.
Kimball.
Laurel.
Lawrence.
Leigh.
Lindsay, R. D. 2.
McCook.
Magnet.
Milligan.
Nebraska City.
Neligh.
Obert.
O'Neill.
Papillion.
Prague.
Schuyler.
Westpoint.
Whitman.
Wood Lake.
Wynot.
Nevada:
Dayton
Elko.
Ely.
Fallon.
Lovelocks.
Reno.
Ruth.
Virginia City.
Winnemucca.
Yerington.
New Hampshire:
Concord (including Penacook).
Woodsville.
New Jersey:
Garfield (including East Paterson.)
Jersey City.
Lake (Almonesson P. O.).
Malaga.
Princeton.
Ventnor City.
New Mexico:
Carlsbad (including San Jose).
Gallup.
Gibson (including Heaton and Navajo).
Hurley.
Koehler.
Las Cruces.
Santa Rita.
Tucumcari.
New York:
Albion (including Fancher and Hulberton).
Amsterdam (including Cranesville, Fort Johnson, and Hagaman).
Baldwinsville.
Barneveld.
Clayville.
Fonda.
Fort Edward.
Glens Falls.
Lockport.
Manlius.
Memphis.
Northport.
Oswego.
Perry.
Shaleton (Buffalo P. O.).
Troy (including Green Island, Watervliet).
Walton.
North Carolina:
Concord (including Kannapolis).
Raleigh.
Tarboro.
North Dakota:
Belfield.
Bowbells.
Brocket.
North Dakota—Continued.
Buffalo Springs.
Casselton.
Center.
Des Lacs.
Devils Lake.
Dogden.
Esmond (Rural District).
Finley.
Forman.
Gackle.
German, District 6 (Pierce County Rural School).
Gerson School (Hebron P. O.).
Goldenvalley.
Grand Forks.
Heilbron, District 2 (Hebron P. O.).
Hettinger.
Joliette.
Linton.
Maddock.
Max.
McArthur.
McClusky.
Medina.
Minnewauken (Rural District).
Mountain
Nelson District (Nelson P. O.).
New England (Pierce County Rural School).
New German, District 19 (Pierce County Rural School).
Odessa, District 15.
Park School District.
Selz.
Sheyenne (Rural District).
Strasburg, District 21.
Streeter.
Sweet Briar, District 17.
Towner.
Underwood.
Van Hook.
Washburn.
Webster.
Wildrose.
York (Rural School).
Ohio:
Anna.
Carthagena.
Crescent.
Glouster.
Kenmore.
Lima.
Masury.
Montezuma.
Napoleon.
Oberlin.
Painesville.
Ravenna.
Spencerville.
Upper Sandusky.
Warren (including Champion, Howland Township, Leavittsburg, Lordstown, and Newton Falls).
Oklahoma:
Bartlesville (including Dewey and Smeltertown).
Blackwell.
Broken Arrow.
Gate.
Halleyville.
Kingfisher.
McAlester.
Marietta.
Pawnee.
Stigler.
Oregon:
Baker.
Blaine, District 27.
Burns.
Central Point.
Clatskanie.
Coquille.
Dennis (Vale P. O.).
Oregon—Continued.
Echo.
Enterprise Camp 1, District 86.
Linnton.
Marcola.
Mill City.
Mohler, District 28
Myrtle Point (including Langlois).
Prescott.
Rieth.
Silverton.
Svensen, District 1.
Wendling.
Westlake.
Westport, District 7.
Pennsylvania:
Ambridge.
Aultman.
Bakerton (Elmora P. O.).
Berwick (including W. Berwick).
Bethlehem (including Freemansburg, N. Bethlehem, S. Bethlehem).
Bolivar.
Cadogan.
Clymer.
Coal Run.
Coral.
Coudersport.
Coy (Homer City P. O.).
De Lancey.
Ernest.
Ford City (including McGrann, Manor Township, Manorville, Rosston).
Furnace Run.
Graceton.
Irwin.
Jenners.
Luciusboro (Brush Valley P. O.).
Luzerne.
Meyersdale.
Midland.
Mount Union.
Munhall.
Nu Mine.
Palmerton.
Pottstown.
Reed.
Rossiter.
Shenandoah.
Snyder (Homer City P. O.).
Stonycreek Township (Coleman P. O.).
Sykesville.
Walston.
Waterman.
Williamsport (including Newberry).
Wilmerding.
Wishaw.
Yatesboro.
Rhode Island:
Bristol.
South Carolina:
Abbeville.
South Dakota:
Armour.
Bellefourche.
Belmont Township.
Burr Oak.
Canton.
Cleveland Township.
Delmont.
Eagle Butte.
Greenway (Rural District).
Leola.
McIntosh.
Marion.
Miller.
Monroe.
Oacoma.
Renner.
Salem.

STATEMENT 2—Continued.

South Dakota—Continued.
Springfield.
Troy.
Tyndall.
Vermillion.
Wallace.
Watertown.
Webster.
Wessington Springs.
Tennessee:
Chattanooga.
Memphis.
Murfreesboro.
Nashville.
Texas:
Alief.
Athens.
Canadian.
Cedar Bayou.
Crosby.
Crowell.
Elgin.
Fort Worth.
Humble.
Huntsville.
Katy.
La Porte.
McAllen.
Manor, R. D. 2.
Manor, R. D. 5.
Mission.
Palestine.
Pflugerville.
Port Arthur.
Smiley.
Teague.
Thurber.
Uvalde.
Webberville (Manor P. O.).
Wichita Falls.
Utah:
American Fork.
Cameron.
Clear Creek.
Garfield.
Heiner.
Helper.
Hiawatha.
Ogden.
Ophir.
Price.
Rains.
Scofield.
Standardville.
Storrs.
Sunnyside.
Tooele.
Vermont:
Barre.
Bethel.
Ludlow.
Morrisville.
Northfield.
St. Albans.
St. Johnsbury.
Winooski.
Virginia:
Big Stone Gap.
Washington:
Anacortes.
Auburn.
Avon School (R. D. 1, Sedro Woolley).
Belleville (Burlington P. O.).
Bellevue.
Bellingham.
Biglake.
Blaine.
Bordeaux, District 67.
Bow, R. D. 2.
Bremerton.
Washington—Continued.
Burnett.
Carbonado.
Casland.
Casland, District 26.
Chehalis.
Chico, District 23.
Chinook School (Chinook P.O.).
Clearlake.
Clipper.
Connell.
Cumberland.
Curlew.
Danville, District 2.
Davenport.
Deep River.
Dockton.
Duvall, District 14 (including Cherry Gardens and Novelty).
Eagle Gorge.
Easton, District 28.
Elma, R. D.
Fairfax.
Fall City, District 185.
Fidalgo, District 2 (Anacortes P. O.).
Florence.
Frances School (Frances P. O.).
Harmony.
Harper.
Hobart.
Hoodsport, District 22.
Houghton, District 22.
Humptulips, District 112.
Ilwaco.
Juanita (Kirkland P. O.).
Lacey.
Lake Campbell (Anacortes P. O.).
Lake Forest Park, R. D. 6.
Lancaster.
Lincoln, District 36.
Lyman.
Lynden (including Everson, Glendale, Tenmile).
Manchester.
Manhattan (R. D. 3, Seattle).
Maytown, District 18 (Rochester P. O.).
McMurray.
Meadows, District 3.
Molson.
Monroe, R. D. 1.
Nahcotta (Ocean Park P. O.).
Nasel, District 36.
Nisqually, District 35.
Oak Harbor.
O'Brien.
Odessa, District 38.
Odessa, R. D. 2.
Point Roberts.
Port Blakely.
Port Gamble.
Prairie, District 88.
Rainier.
Redmond, R. D. 1, District 124.
Redmond, District 194.
Republic.
Ridgeway (Mount Vernon P. O.).
Ritzville.
Ronald.
Ruff.
Sedro Woolley.
Selleck.
Shelton.
Silverdale, District 24.
Snohomish.
Snoqualmie Falls.
South Bend.
Washington—Continued.
Sutico.
Three Lakes.
Tokeland.
Utopia (R. D. 1, Sedro Woolley).
Vancouver (including Hazel Dell, Lake Shore, Mill Plain, Minnehaha, and Orchards).
Vashon, District 176.
Walla Walla (including College Place).
Waterville.
Wilkeson.
Willapa School (Willapa P. O.).
West Virginia:
Charleston.
Farmington.
Idamay.
Logan.
Man.
Thomas (including Albert, Ben Bush, Coketon, Pierce).
Wisconsin:
Almena, District 4.
Ashland.
Auburndale.
Brantwood.
Butternut.
Catawba.
Clintonville.
Conrath.
Crystal Lake, District 8 (Elkhart Lake P. O.).
Dodgeville.
Eau Claire—
District 2.
District 4.
District 5.
Fifield, District 3.
Freeman (Ferryville P. O.)—
District 10.
District 11.
Hawkins.
Hurley.
Laona.
Marion.
Monroe.
Moquah.
Oconto.
Ogama.
Owen.
Phillips—
Deer Creek School.
East Hyland School.
Hillside School.
Lugar Route.
Minnick School.
Plattesville.
Stevens Point.
Sumner (Lehigh P. O.).
West Allis (including West Milwaukee).
Wyoming:
Acme.
Buffalo.
Carneyville.
Casper.
Diamondville.
Foxpark.
Gebo.
Gramm.
Green River.
Hudson.
Lenore.
Lusk.
Monarch.
Rock River.
Sublet.
Sunrise.

CERTIFICATES AND GRADUATION CEREMONIES.

In addition to the certificate of graduation which was issued and presented by the division with such success last year, certificates of recognition and approval of the school organization and certificates of proficiency have been prepared and used.

Five thousand and fifty certificates of recognition and approval have been presented during the past year. These are, as their name implies, an acknowledgment by the Division of Citizenship Training of the organized efforts put forth by public school authorities to furnish, in conjunction with this service, adequate means for providing instruction in English and citizenship to the foreign born. These certificates are furnished not only for display in every classroom in city or village schools where this instruction is given but are also sent to those remote communities where in some cases one foreign-born person is being prepared for the duties of citizenship by some patriotic public-school teacher, who, overburdened as she doubtless is, is carrying on this work without any reward but the satisfaction of doing a good deed. Letters received by the division show that these certificates are greatly appreciated by students and teachers.

The certificate of proficiency which was authorized this year has proved of great value in stimulating interest and enthusiasm on the part of candidates having first citizenship papers who have done good work and made satisfactory progress in their study of the language and of the United States Government but are not yet eligible for citizenship. By receiving this certificate of proficiency at the time the certificate of graduation is presented to qualified petitioners they are inspired to go on, complete the course, and qualify for the certificate of graduation when they are entitled to petition for naturalization. The students prize the certificates very highly. Their expressions range all the way from the most enthusiastic assertion of one man that he would not sell his diploma for a million dollars to the very practical one of a student who told a representative of the service that his boss had promised him a better job if he showed him that he had attended and graduated from night school.

The practice of making the presentation of these certificates an occasion of public ceremony has grown and is developing into an integral feature in this national force for raising up a loyal Americanism and displacing opposing spirits. Much interest has been taken in this phase of the work by local organizations, and their assistance has been exceedingly valuable to the public schools in preparing programs, in giving publicity to the occasion, and in providing entertainment and social features. The part taken by native Americans in these exercises and ceremonies brings home to them the value of their own citizenship, an appreciation of what it means and the responsibility of it, carrying as it does the necessity of always making the best use of it.

Many interesting accounts of graduation exercises are received, showing the thought and attention which is being given these ceremonies and the variety which can with advantage be introduced. One tells of the oath of allegiance being administered as at West Point, with the left hand on the flag and the right hand upraised. Boy Scout bands have furnished music for such occasions, especial interest attaching to the fact that in many instances members of the

bands were sons in families of those becoming naturalized. A few extracts from letters descriptive of these events follow:

The president of the board of education awarded the certificates of graduation and the certificates of proficiency. He also read the personal history of each student and the students were warmly applauded as they stepped forward to receive the official recognition of their efforts. * * * The meeting was adjourned following the salute to the flag and the singing of "America." (Rutherford, N. J.)

We have had to close down because of the demands of the closing months of day school, but shall resume the work with a corps of experienced people during the summer months. Our interest has kept up remarkably well during the night-school season and not a single Americanization class had to be discontinued during the year. Nearly 50 people took our closing examination for the departmental certificate and about 40 will receive it. We shall make the graduation a big affair on April 17. The district Federal examiner will be present and present the diplomas. (Chisholm, Minn.)

Undergraduates were given seats on the stage. So well had the graduating class been trained that they sang every verse of "America" without the aid of a book. Generous place was given on the program to members of the graduating class. One of the most pleasant numbers on the program was the recitation of "Independence Bell" by a little foreign girl, the daughter of one of the graduating students. Her rendition of this beautiful poem was splendid. (Bethlehem, Pa.)

Between the speeches the audience was entertained by vocal and instrumental music furnished by 50 school girls, a church choir, and a Ukrainian group of men and women. The Ukrainians sang their folk songs and hymns. (Allentown, Pa.)

This was the first attempt we had made at anything of the kind, and it was a decided success. The court room was filled with representative people, the program consisting of addresses and music, vocal and instrumental, and closing with the entire audience giving the pledge to the flag. * * * If I can be of service to the department in furthering this idea, I shall consider it an honor to serve you. (Decatur, Ill.)

Your representative will probably make a very favorable report to you regarding the exercises of last Friday evening. I am very sure, however, that he will not make a report on one real feature of the evening, namely, the splendid address which he gave to the naturalization class. His address was a gem. (Holyoke, Mass.)

Each new woman citizen was given a bouquet of flowers in red, white, and blue. Each new citizen was given a small silk American flag, the gift of the Elks lodge. A naturalization examiner quizzed the graduates as to their knowledge of American citizenship responsibilities and the answers were so prompt, complete, and correct that the Government official turned to the big audience and said that he doubted if many of the citizens in the audience could answer his questions as correctly and promptly. The program indicated a very strong community spirit. (Alameda, Calif.)

First annual reception to new American citizens was given by the citizens' committee at High School Auditorium, "an event notable in the annals of this community and one that will long be remembered by those fortunate enough to be present and to participate." Addresses were made by the judge of the naturalization court and the superintendent of schools, who welcomed the new citizens on behalf of the city and congratulated them. One of the new citizens responded to the welcome for the class. (Woonsocket, R. I.)

It is a pleasure to report to you that one of the important results of the evening school term just ended is the awarding of 55 graduation certificates and 175 proficiency certificates to members of citizenship classes. While this number may not seem impressive, it is a nucleus about which inspiration to the rest of the alien pupils has centered. The plan of awarding such certificates is worth while. With thanks to you for your cooperation in our Americanization campaign. (Newark, N. J.)

We propose something like the following, which is submitted to you early that there may be suggestion from your office in time to arrange details. The whole thought is to keep it as informal as possible and as personal as it can be. We propose to follow it up with a committee who shall personally see that these people exercise in the fall their franchise by voting.

This last was from Olympia, Wash., and resulted in setting apart June 21, 1920, as Naturalization Day for Thurston County. Twelve

different countries were represented on the committee on arrangements, and various organizations had a part in making the occasion a complete success. At no expense to the candidates for citizenship coming from outlying neighborhoods lodgings and supper were furnished and an entertainment at one of the local theaters. The Naturalization Day program was exceedingly neat and attractive, bearing extracts from Lincoln's Gettysburg speech and Franklin K. Lane's flag speech, the names of the newly made citizens and of the committee on arrangements, and the autograph signatures of the participants in the program, including the governor of the State, the supreme court judge, the chief naturalization examiner, the judge of the superior court, and the past exalted ruler of the local lodge of Elks. There is very evident intention of making use of the impetus thus given to good citizenship in Olympia and Thurston County.

THE TRAINING OF TEACHERS FOR ENGLISH AND CITIZENSHIP CLASSES.

A study of the work initiated last year and carried on by many higher institutions of education at the suggestion of the Division of Citizenship Training reveals a steadily increasing interest in citizenship education. Universities, colleges, and normal and industrial schools in all sections of the country have awakened to the necessity of providing trained teachers for this work. Not only are resident Americanization courses offered but special summer courses in Americanization and citizenship are being given in an increasing number of institutions. In addition to these types of instruction, lecture courses, correspondence courses, Americanization conferences, teachers' institutes, package libraries, and film service represent the ways in which the work is handled.

An even more direct contact with the public schools through these institutions is obtained through classes in operation throughout the different States under the tutelage of university extension divisions. The cooperation between the extension divisions of State universities and the Division of Citizenship Training has made possible the successful maintenance of many classes, both in rural communities and in cities and towns.

To comply with the requests of institutions planning to initiate Americanization work for types of courses best adapted to the varying needs of Americanization workers, the division has recently selected from the prospectuses and bulletins submitted by the different institutions engaged in this work the most popular courses and subjects, and has compiled this information. It presents a suggested resident course in Americanization, immigration, and citizenship, a suggested summer course in Americanization, a suggested extension and correspondence course in Americanization, and suggested topics for institute lectures.

THE FEDERAL CITIZENSHIP TEXTBOOK.

That this publication, distributed free to candidates for citizenship in the public schools, is continuing to meet a genuine need is evidenced from many quarters. The following represent some of the expressions received from public-school officials and others engaged in providing citizenship instruction in California, New York, Massachusetts, Montana, Connecticut, New Jersey, and Texas, while from these and

other States similar expressions have been received which space again does not permit quoting:

I have nine different schools for adult students at the present time in which such material can be used to advantage. In many of the classes now under way in this district the schools are utterly lacking in suitable material and I am pleased to know that the Government has material for distribution to schools.

In January you sent us 100 copies of the Federal Citizenship textbook by R. F. Crist. These have proved useful in our Americanization classes, but the supply was not sufficient to meet the demand. We would appreciate it if you will send an additional supply.

Thank you for all the material sent. As we are organized at present the textbook seems to be the thing that fits our need and we shall be glad if we can have 15 copies as soon as possible.

We are making use of this textbook wherever possible, and we are very much pleased to have this book to hand out to the foreign-speaking men and women who come into our evening school or Americanization classes. I find that some of them who can not read the book take it home and get their children who are going to the public day school, who can read, to read it to them and interpret it at home. I want to thank you for your continued kindnesses to us.

We have already started a citizenship class and have eight in quite regular attendance. Our class meets twice a week at 7.15 and works for two hours. The textbook issued by your department is the main basis of the work.

I am most thankful, indeed, for the receipt of these books, as they are a very valuable asset to us in our Americanization and citizenship classes.

About one year ago a representative of your department left with us a few copies of the Student's Textbook, which we used with marked success in our night school for foreigners. We have a much larger class now and would like to have 100 copies of this book, if we may.

When in 1916 the textbook was prepared, its imperfections were realized and the aid of those qualified to work a revision requested. With the feeling that only the basis for a fundamental general knowledge of our language could be embodied within the compass of a small book, the treatment of the problem of special conditions and vocations was planned for in supplemental parts. These have since been issued in special loose-sheet form, covering penmanship and vocabularies relating to agriculture, carpentry, coal mining, logging and lumbering, safety terms, and a chart of the form of Federal Government.

Many helpful suggestions for the revision of the textbook have been received from thoughtful, patriotic educators to whom appreciation is herein expressed.

Many letters might be quoted to indicate the assistance which is being given through the distribution of these supplementary publications. A few will have to suffice:

I am in receipt of a copy of the penmanship sheets published under your direction. We would be glad to have 600 sets of these sheets. * * * We have 600 in our English and foreigners class and many of them are in preparation for citizenship papers. Our naturalization officer, Mr. John Speed Smith, has been instrumental in sending into these classes all aliens who need the training that these classes afford.

The special vocabularies you have prepared are proving very helpful.

Let me congratulate you upon the chart. I think that it is one of the best things yet presented to the student.

Table E shows that the other parts of the textbook have been equally popular and that there has been growth in this as in other phases of the division's work. It will be noted that the distribution of the Federal textbook during the past fiscal year almost reaches the 100,000 mark, an increase of more than 3,000 over the preceding year.

The decrease in the number of manuals furnished is accounted for by the fact that in most cases the work has been in charge of the same teachers as last year and therefore additional manuals were not needed. The number denoting the distribution of penmanship sheets, indicates not only those which accompanied the textbooks sent out this year but also others furnished to supplement those supplied in the previous year but still in use in English and citizenship classes.

The Federal Government chart was published rather late in the year and its distribution, like that of other parts of the textbook, is limited by law to candidates for citizenship, yet more than 30,000 were requisitioned and furnished and as many others could have been sent out in response to requests from instructors in high-school and college civics classes had this been possible.

The demand for the special vocabularies has been very great. That the results of their use have been most beneficial is shown by the requests received for the preparation of others covering specific industries and by the fact that during the period of the few months since they have become available over 89,000 copies of those already prepared have been distributed to the public schools at their request. Those in agriculture, carpentry, and safety terms were sent out in the largest number because of their value in almost every community, but although the use of the others was as a rule dependent upon a certain degree of localization of industries they have been called for in sufficient numbers to prove themselves of value.

TABLE E.—*Statement showing distribution to public schools of Federal Citizenship Textbook with its various loose-leaf parts and Teacher's Manual, for the fiscal years 1919 and 1920.*

Publication.	1918-19	1919-20
Manual	9,267	7,609
Textbook	95,303	98,958
Penmanship sheets	.....	159,756
Chart	.....	31,358
Special vocabularies:		
Agriculture	.....	14,139
Carpentry	.....	13,516
Coal mining	.....	8,512
Logging and lumbering	.....	3,836
Metal lathing	.....	7,482
Plastering	.....	8,714
Poultry raising	.....	8,661
Safety terms	.....	15,716
Wood lathing	.....	8,939
Total special vocabularies	.....	89,515

STATE CITIZENSHIP TEXTBOOK.

The suggestion has been made to State officials that a publication be prepared by each State for instruction upon State, county, and municipal government which shall be the complement of Federal Government as it appears in the Federal Citizenship Textbook. This has been received with favor in many States, and State textbooks have been or are being published, while others are in process of preparation, to aid in the making of good and intelligent citizens. In some instances the governors have placed the matter before the State boards of education, with recommendations. The following is quoted from a letter from Gov. J. H. Bartlett, of New Hampshire.

You may know that New Hampshire has taken advanced ground in the Americanization movement and that our new educational law which became operative September 1 has very broad provisions for the education of foreign born, both juveniles and adults. If you have not already done so, it might be advisable for you to send copies of the Teacher's Manual prepared by you, and any other publications bearing on the ubject, to our State board of education.

In a letter relative to the textbook, Gov. F. D. Gardner, of Missouri, writes:

I have noted your statement that this is intended for those attending public schools. Also your suggestion that a similar textbook covering the government of the State, counties, and municipalities be prepared for use in the public schools along with your textbook. Therefore I have referred the matter to Prof. S. A. Baker, superintendent of public schools, for consideration. I heartily indorse your suggestions and hope they may be carried out in Missouri.

Gov. Charles H. Brough, of Arkansas, expresses approval in these words:

I suggest that you immediately get in touch with Supt. J. L. Bond, State superintendent, Little Rock, and confer with him as to the advisability of introducing this valuable publication in the schools of Arkansas.

From Idaho comes a line from Gov. E. W. Davis, as follows:

After only a hasty perusal, I feel prepared to say that I shall be glad to cooperate with the State department of education in any further work it may inaugurate along this line. I would suggest that you present the matter to the commissioner of education, Dr. E. A. Bryan, Boise.

Gov. Simon Bamberger, of Utah, writes:

While the idea of issuing a similar publication by the State appeals to me, I am inclined to leave matters of this character with the State board of education.

The State of Oregon is in the van in having already in use a State textbook, and Gov. Ben W. Olcott writes as follows:

I beg leave to advise that in the capacity of secretary of state, I have for several years been issuing what is known as the Oregon Blue Book, which covers all of the phases set out in your letter and a number of others. Through the kindly cooperation of Mr. John Speed Smith, chief naturalization examiner, with offices at Seattle, Wash., this Blue Book has been consistently used for the instruction of candidates for citizenship.

A letter from Hon. Henry K. Norton, executive officer, State commission of immigration and housing, of California, states:

At a meeting of the commission yesterday it was decided to have prepared a pamphlet on the organization of the State government which will be suitable for use in naturalization classes. Work will be commenced on this at once.

In the State of Pennsylvania, Hon. Thomas E. Finegan, State superintendent of public instruction, has the matter in hand, as shown by the following extract from a letter written in May:

My illness and long absence have prevented me from completing many of the projects which I have in mind and one of these is the syllabus on citizenship. It is, however, having attention now, and will be prepared as soon as the committee is able to complete the work. Our whole Americanization program has also been deferred, but I expect action will be taken in the near future and that we shall have a bureau established within the next month. When this is done I shall want one of the representatives of the bureau to visit your division, if agreeable to you, for the purpose of going over matters with you.

Hon. James F. Coxen, State director for vocational education, of the Wyoming Department of Education, writes for suggestions as to courses for teachers in which methods of organizing and conducting citizenship classes might be taken up, saying that as soon as possible

such a course will be organized in the University of Wyoming. He continues:

> I shall be very glad to do anything possible to assist in the promotion of this work in Wyoming. We expect to ask the legislature which meets next winter for funds for promoting Americanization, and I have little doubt that we shall get at least part of what we are asking for. I want to assure you that we are more than willing to do anything possible for promoting Americanization work in Wyoming. * * * If we can in some way get together on this matter I believe that better results can be secured than we can secure if we continue to work separately.

It would not be practicable to quote from all the letters from State officials bearing on this subject, but the correspondence shows profound interest in the subject of citizenship education on their part, that earnest efforts are being made to put citizenship instruction on a firm basis, and that the Federal plan as authorized by Congress and being carried out by the Division of Citizenship Training meets the need which is immediate and acute, as felt by the prospective citizen. In some States, notably California, there is a general movement to combine forces so that no energy may be wasted in working at cross-purposes.

STATE LEGISLATION.

Within the past three years affirmative legislation has been secured in approximately one-half of the States to further citizenship instruction. The reports received here have not been completely studied and only a passing reference is made to this fact.

Two States, North Dakota and Massachusetts, are referred to as indicative of the common action, although the conditions in these States are entirely dissimilar.

NORTH DAKOTA.

The report received from Miss Minnie J. Nielson, State superintendent of public instruction for North Dakota, presents a résumé of the citizenship instruction work in her State during the school year 1919–20, which indicates that her State has taken a great step forward in this important work. The extent of the effort is well demonstrated by her statement:

> In the 53 counties in North Dakota, 21 reported 40 public evening schools, with a total enrollment of 924 pupils. These persons ranged in age from 12 to 65 years, were of 14 different nationalities and from 28 different occupations. This movement is new in North Dakota and it has been difficult to get complete reports. Indeed, we realize that this report itself is not complete, as we have had information that at least seven other schools have been conducted with an estimated enrollment of over 200.

This report includes a reference to the public evening schools to which State aid was also granted during the year ended June 30, 1920:

> In addition to the schools herein mentioned we have in the State a number of schools whose entire expense was carried by the local districts, also other schools in which all of the work was done without remuneration of any kind.

One-half of the expense of the majority of these schools is borne by the State, under legislative authority and appropriation. The State is to be congratulated on the excellent showing made, particularly in view of the condition of its foreign-born population as to residence, the greater proportion of them residing in the country places rather than in the cities, and therefore correspondingly difficult to reach with the message of good citizenship.

Legislation in the State of Massachusetts was recently effected and is as follows:

(Ch. 295.)

AN ACT TO PROMOTE AMERICANIZATION THROUGH THE EDUCATION OF ADULT PERSONS UNABLE TO USE THE ENLISH LANGUAGE.

Whereas the deferred operation of this act would tend to defeat its purpose by making it impossible to put its provisions in force at the beginning of the next school year; therefore, it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted, etc., as follows:

SECTION 1. The board of education, hereinafter called the board, acting through the department of university extension, established by chapter two hundred and ninety-four of the General Acts of nineteen hundred and fifteen, is hereby authorized, with the cooperation of the several cities and towns, to promote and provide for the education of persons over twenty-one years of age who are unable to speak, read, and write the English language, and to provide teachers and supervisors in Americanization work.

SEC. 2. Any city or town desiring to obtain the benefits of this act may apply therefor to the board, shall conduct the educational work herein provided for in conjunction with the board and shall be entitled to receive from the Commonwealth at the expiration of each school year and on the approval of the board one-half of the sums expended by it in carrying out the provisions hereof. Teachers and supervisors who are employed by cities and towns for the above purpose shall be chosen and their compensation shall be fixed by the local school committee subject to the approval of the board.

SEC. 3. In the schools and classes conducted hereunder, such instruction shall be given in the English language, in the fundamental principles of government, and in other subjects adapted to fit the scholars for American citizenship, as shall receive the joint approval of the local school committee and of the board. The said schools and classes may be held in public school buildings, in industrial establishments or in such other places as may be approved by the local school committee and by the board.

SEC. 4. For the purpose of this act the board may expend during the present fiscal year such sum, not exceeding ten thousand dollars, as may hereafter be appropriated, and thereafter may expend such sums as may be annually appropriated.

SEC. 5. This act shall take effect upon its passage. (Approved July 10, 1919.)

As will be noted, the language of the act has the great virtue of simplicity. It may well be viewed as a basis for similar State acts. It recognizes, first, the complete State responsibility and provides for the sharing of the expense of education for foreign-born adults. This law has been followed by greatly increased activity throughout the State. This phase of education is also being stimulated by the division of university extension through the use of motion picture films. A very comprehensive plan of cooperation has been laid before the superintendents of schools and directors of immigrant education by the State supervisor of Americanization, Mr. John J. Mahoney.

In his letter to school officials Mr. Mahoney says:

Heretofore, as you know, there has been no official cooperation throughout the State as a whole between the schools and the Federal agency that is directly charged with the responsibility for naturalization. And the immigrant has suffered greatly thereby. The terms of the agreement arrived at should eliminate largely the difficulties that have attended hitherto on the naturalization process. A little later I shall submit for your consideration more detailed suggestions as to how this cooperative plan may be worked out. Meantime, let me give you assurance that the chief naturalization examiner for New England and his staff are disposed to work in hearty accord with the public schools. They can give us no little help. We can give them no little help. By working together much can be accomplished, and many of the annoyances of the past set aside.

STATE WORK IN CONNECTICUT.

The State of Connecticut, in furthering its State Americanization law, has during the past year appointed Robert C. Deming as State director of Americanization. In his report of the work of the Americanization department for the first six months he outlines the plan which will be followed and indicates good progress already made. As a part of the State board of education, it will avail itself of the machinery thus provided, working particularly with the evening school department. The State director is responsible for local directors in designated towns, paid jointly by the State and local school board, who make surveys, form local committees representative of all factors in the community life, assist the local school authorities in the establishment of classes, interest the foreign born in attendance thereon, enlist public sentiment, improve living conditions where necessary, protect the foreign born from imposition by giving information on all subjects, and create in them a voluntary desire for citizenship, at all times placing the responsibility upon the shoulders of the school board. The local directors report monthly to the State director.

The State director has the assistance of a bureau of foreign language speakers comprising American citizens of foreign birth. This bureau furnishes speakers for meetings through the State when local speakers can not be obtained. The State director also makes much use of newspapers, posters, slips in pay envelopes, Americanization buttons for declarants enrolled in classes, a motion picture called "The Making of an American," and additional features for maintaining interest. In addition to part payment of salaries of local directors by the State, aid is given by conducting institutes for the training of teachers in Americanization instruction. These are under the supervision of an instructor who organizes and teaches classes, demonstrating not only the means and method employed, but the ease and success of such an undertaking. A summer institute is held at New Haven for the training of teachers. There is also a State grant of $4 for each pupil in average attendance of 75 sessions in approved Americanization schools.

In some instances expenses were shared by employers and organizations, but this was considered merely as a temporary expedient, it being held that "all of the teaching and instruction in any community ought to be under the direction of the public schools, that the public, the employee, and the employer be certain that the work is wholly disinterested." The State director is in touch with 128 towns through full or part-time directors. In closing the report, Mr. Deming emphasizes the fact that the education of all illiterates in the fundamentals is a municipal function and that the responsibility for this rests with the school board, recommends additional legislation to further the systematic prosecution of the program undertaken and the employment of two or more trained field agents who shall be free to spend necessary time in any one town to criticize, suggest, advise, and instruct wherever advisable.

An agreement between the Americanization department, the department of evening schools, and the Division of Citizenship Training with reference to promoting the organization and conduct of classes in citizenship has been practically effected.

NEW YORK STATE.

Progressive legislation enacted in the State of New York makes possible the fine system which has been adopted by Hon. John H. Finley, commissioner of education, through the State department of immigrant education of the University of the State of New York. The entire State has been divided into zones and a director appointed for each zone, under the supervision of Mr. William C. Smith, supervisor of immigrant education. Much attention is given to the preparation of teachers for the special work of instructing foreign-born adults, courses being offered in the colleges, universities, and in teachers' institutes throughout the State, and in this connection the National League for Woman's Service is cooperating with the department of immigrant education by giving intensive training to women who will serve the State as teachers and aids in night schools and community centers. The following quotation from the first lecture in the course given by Mr. William C. Smith, states the problem well:

> New York has wiped out child illiteracy, but the greater job now is to educate adults. The most pitiful side of our social life to-day is the great gulf we permit to form between the foreign mother and the child whom we teach English. We have got to carry the mothers and fathers along with the children. Education is the only answer to all the problems of Americanization.

As a basis for classroom work a citizenship syllabus has been prepared by experts on the various subjects, covering "the salient facts of citizenship, naturalization, the voting system, and our laws as they affect the everyday life of the citizen," together with methods of presenting these subjects. The Federal textbook furnished by this division is used in these classes.

The following interesting paragraphs, indicating the enthusiastic and practical methods adopted by the zone directors, are quoted from a report to the division by Miss Grace M. Easterly:

> As director for zone 9, known as the northern district, I am organizing classes in English and citizenship throughout the counties of Jefferson, Lewis, Oswego, and St. Lawrence. Because of the fact that the average teacher in the night-school classes is not trained to handle matters of citizenship in the practical way the men desire, I am organizing the citizenship classes both in the night schools and factory classes, securing as teachers lawyers, representatives of the police department, fire department, board of health, board of education, city officials, etc., thus bringing to the men that particular phase of American government and having it presented by the official of that department. We feel that we are gaining not only a more practical knowledge of the government on the part of the men, but that by bringing together the foreign-born men and the American officials on a common ground of meeting, we are paving the way for a better understanding on the part of each of the life and ideas of the other and thus making for a really more intelligent citizenship.
>
> The Jefferson County Bar Association has volunteered to teach the naturalization work in the purely governmental end of civics. In Watertown we are maintaining classes in the public schools, in my office, and in homes, and are now starting classes in the factories. A class of 76 men was organized last week in the Babcock factory. All of these men are candidates for naturalization. It is not possible for them to take such work in the public schools, but the work is being done directly under my supervision, representing the State board of education. In the night schools of the city, we have registered over 100 men, all of whom need naturalization textbooks. (A request for copies of the Federal Citizenship Textbook to be sent to various individuals follows.)

Extensive preparations are now under way for the coming school year which should bring the public-school educational advantages to the attention of the foreign born in every part of the State. In

response to a letter calling attention to the plan adopted in Massachusetts, Commissioner Finley writes as follows:

Thank you for your letter of March 29 and its inclosure. In our immigrant education work, we will welcome real cooperation of your Bureau of Naturalization along lines similar to those now in effect in Massachusetts and other States, as proposed by you. To bring about this end, I shall be glad to have our Mr. W. C. Smith, who is in charge of this work, meet you or your representative in New York, in the near future, to confer on the matter. In the meantime, will you not be good enough to send Mr. Smith, at this department, all the material you issue, including the revised reference book on citizenship, so that he may familiarize himself with it before the conference, which we hope may be arranged? Appreciating your offer of cooperation, I am, etc.

STATE OF UTAH.

The law in the State of Utah provides for compulsory attendance upon public evening-school classes of persons between the ages of 10 and 45 years who can not use the English language, for the establishment of classes to meet the needs of such persons, for the appointment of a director of Americanization in the State department of education to supervise and standardize the work throughout the State, and an appropriation of $20,000 to make this legislation effective. This act took effect September 1, 1919. Under its provision Mr. Arch M. Thurman was appointed State director of Americanization. Attendance upon public-school classes throughout the State kept up well, and it was not found necessary to invoke the compulsory feature of the Americanization law in a single community. In March an intensive campaign in the interests of better schools was conducted, the special features of which were the distribution of literature and the holding of mass meetings throughout the State. Some of the leading educators of the United States gave addresses at these meetings. Commercial clubs gave very material assistance by making local arrangements and routing the various speakers. The extension division of the University of Utah is cooperating in the work by offering teacher-training courses, and through the efforts of the director of Americanization and the Naturalization Service an Americanization course will be given at the University of Utah Summer School, at which Mr. Thurman will himself give a course of lectures.

RURAL WORK.

An outstanding feature of the division's effort to carry the message of good citizenship to the applicant on the farm or in small towns has been the cordial reception accorded its proposal. From a reading of the figures and comments which appear below, it is clear that the county public-school system has become its ally in unmistakable terms. In Minnesota 58 county superintendents and their teaching staffs, as county organizations, are cooperating with the division, and from these have been received expressions of appreciation and enthusiasm. Many real difficulties have been encountered in that State, yet much good has been accomplished and the way cleared for a big successful push in the fall of 1920. Among the obstacles have been lack of funds for pay of teachers engaged in this branch of activity, epidemic sickness, the hindrances incident to travel and transportation in the country districts in the winter time, and the late start. County superintendents in California, North Dakota, South Dakota, Kansas, Nebraska, and Wisconsin, and county commissioners in Michigan, were approached with the proposal to introduce

rural citizenship instruction in their counties along the lines of the division's plan for individual rural citizenship instruction. Their responses were spontaneous and generous. More than 97 per cent of the replies received were favorable. The division has received, at the date this report was prepared, 40 acceptances from county superintendents in Wisconsin, 26 from those of North Dakota, 21 from California, 24 from South Dakota, 12 from Kansas, 16 from Nebraska, and 33 from the county commissioners in Michigan. Only a limited number of counties in Kansas and Nebraska were asked to cooperate. One hundred and forty-three county superintendents and commissioners desire to start next fall, and 29 indicate they are ready to commence immediately, proposing to carry on this work during the heated term through summer classes, by instruction in their own offices from time to time, or through local patriotic citizens under their supervision. In expressly waiving the alternative "next fall" suggestion of the division, many of these county officials added a remark to the general effect of "I am ready to start now. The schools are closed, but will endeavor to see that the candidates are instructed through competent means under my supervision." The attention of these superintendents had been called to the fact that the needs of the candidates for citizenship instruction were continuous, and did not cease with the closing of the schools. Supt. W. W. Woolworth, Lafayette County, Wis., stated: "If any [candidates] desire to do work now, I could accommodate them. I'll advertise the matter." Mr. Peter Anderson, county superintendent for Benson County, N. Dak., reported: "We, this office, selected tutors for most of candidates for final papers appearing at the June hearing. We have offered the same service to those who will appear in September. Applications for tutors are now coming to my office." These statements are representative of the patriotic spirit of the public-school officials and teachers, a spirit which is general and persistent among them, despite the failure of their employer, the public, to recognize the value of this work by paying them adequate salaries. Mr. H. J. Fitzpatrick, county superintendent for Scott County, Minn., when requested to state whether he would continue individual instruction of rural candidates during the summer, replied: "I desire you to continue forwarding textbooks for instruction. Instruction may be given by patriotic citizens. * * * Each class usually consists of one or at the most two members or candidates. * * *" Miss Edia A. Headley, county superintendent of schools, Rock County, Minn., states: "If you will continue to send the supplies, I will arrange with some one to undertake the instruction." Mr. G. A. Olson, county superintendent of schools, Koochiching County, Minn., reported: " * * * I shall be glad to do what I can toward sending these textbooks out to candidates during the summer. You may continue sending them to me." Mr. J. C. McGee, county superintendent, Beltrami County, Minn., states: "I shall be pleased to cooperate with you in the vacation and send out any material you may send me. * * *" These replies from Minnesota county superintendents were all in response to the division's request for continuance of rural citizenship instruction during the summer months.

It is clearly apparent that our rural public-school officials are awake to the nature of the work to be performed. A number of them, when approached by the division in regard to the necessity

of providing for the individual cases in the sparsely settled districts have stated that there are none in their counties not speaking English, or none needing citizenship instruction. Upon the revelation to them by the division of the number of candidates, either declarants or petitioners, or both, residing within their educational jurisdictions, they evidence surprise and usually agree to assist on the basis of this showing. There are very few counties in the United States in which there are not persons of foreign birth of adult age needing instruction in citizenship. Some of the county superintendents request and receive from the division the names of the candidates from month to month, so they may get in touch with them and meet their educational needs. Some apply for instruction and study material from the division, to place the same at accessible points and where it will do the most good in reaching the rural candidates. A number have furnished the division with a list of the rural teachers in their communities already conducting citizenship classes or pledged to instruct in citizenship, or those who are interested in the subject and will teach all those whose needs come to their attention. Some are cooperating through communication with the local chief naturalization examiner. Still others, going further in the effort, supervise the work of anywhere from 1 to 14 or 15 citizenship classes in their educational jurisdictions. This cooperation is very effective and direct, and prevails in a very considerable number of counties. It is especially so where the foreign-born population is dense in the rural communities.

States in which one form or another of the above is in effect, with the number of counties affected, are: Alabama, 1; Arizona, 2; California, 10; Colorado, 2; Idaho, 1; Illinois, 5; Iowa, 16; Kansas, 14; Michigan, 12; Minnesota, 61; Mississippi, 1; Missouri, 3; Montana, 23; Nebraska, 27; Nevada, 1; New Jersey, 1; New Mexico, 2; North Dakota, 14; Oklahoma, 3; Oregon, 18; Pennsylvania, 3; South Dakota, 17; Texas, 6; Washington, 17; Wisconsin, 8; Wyoming, 3.

In the 26 States named 271 counties are cooperating with the division, in the special manner referred to. In these communities 144 citizenship classes have been in operation the present school year, in a kind of joint partnership with the Federal Government, through this division. This feature must not be lost sight of, that this particular activity is a rural activity. That is to say, the candidates live in country districts, or in small towns, this territory for the most part being within the jurisdiction of the county superintendents.

Further, great strides have been made in having the "Sims plan," so-called because of the name of the county superintendent chiefly responsible for it, extended to Montana and other northwestern States included in the district of the chief naturalization examiner at Seattle. This official recently sent out a call which resulted in some 20 counties in States in his district agreeing to cooperate along the lines suggested. The prospect for the expansion and effectiveness of this particular effort next fall, when the schools are again under full headway, is extremely bright.

The division was able during the year to send an educational representative into the coal fields of Pennsylvania. This action has met with most gratifying success. Reports to the division had shown the lack of citizenship classes and the great need for them

in the coal-mining region adjacent to Pittsburgh. A hasty survey showed that the miners were eager for an opportunity to learn our language and to secure information about our institutions but that the public schools were without funds to pay teachers, and in fact there were none experienced in teaching the adult. Conferences were held with municipal officers, public and professional people, representatives of the clergy, coal operators, and representatives of the United Mine Workers. The last-named organization voluntarily furnished the funds to start a large number of classes and sent a representative with the Government representative throughout that territory, who gave most substantial aid to the work of organizing the classes and in securing attendance of miners. The following excerpt from one of the reports indicates something of the activities and accomplishments at an early date after this field was entered:

> The school directors of Indiana County have given me splendid support; to date I have opened 12 schools in Indiana County. I have worked so fast the last two weeks that I have not had an opportunity to write up the reports on Coal Run, Aultman, McIntire, Chambersville, and Reed, Pa. In all these towns the schools have opened this week; all in the public-school buildings; and all taught by public-school teachers.

In this connection the brief letter to the Director of Citizenship given below, from Mr. James F. Chapman, county superintendent of public schools of Indiana County, Pa., is convincing:

> I wish to assure you that the work of your representative, Mrs. Mary A. Brosnahan, meets with my hearty approval. Already the work has a good start in this county. I will be glad to render any service possible in such a worthy movement.

The interest of the schools is again manifested by constant and interested attendance at courts throughout the naturalization hearings by city and county superintendents and teachers of adult citizenship classes. Until the public-school authorities appreciate in a most practical way the defects in their courses of study, whether in content or method or both, they will be unable to deal comprehensively with this vital part of their responsibilities.

The superintendent of Jackson County schools, Minnesota, Miss Nellie R. Rouse, states that she is delighted with the plan for training in citizenship of the applicants for naturalization. She believes it to be the most practical plan for reaching the scattered applicants in rural districts that has come to her notice. She will most willingly cooperate and finds the clerk of the court and others much interested in the plan for instruction.

In some counties there are so few who need citizenship instruction and these are so widely scattered that the only way to provide for them seems to be to assign each to some public-school teacher in his immediate vicinity, or to some well-qualified citizen, who will be responsible for the preparation of the candidate with the aid of the Textbook and Manual provided by the division, under the direction and supervision of the county superintendent. This is being done in a rapidly increasing number of counties, and at the same time classes are being established where there are even a few who can meet for classroom work. The name and address of the declarant is sent to the county superintendent, together with material for the use of both teacher and student, and he promptly communicates with the candidate and the local instructor in order that the work of preparation may begin at once. This method introduces the personal element with as little additional labor on the part of the county superintendent

as is possible to attain the desired result. The following encouraging information comes from Mr. Olaf Wasenius, superintendent of Mille Lacs County schools, Minn.:

Americanization classes for the foreign-born residents of this locality will be maintained throughout the spring and summer months. Is offered in every school district in Mille Lacs County. We have not found sufficient number at any one place for a class, but several teachers are giving individual instruction. This is entirely a farming community.

In keeping with the policy in prior years the division has continued to urge the advantages of having citizenship instruction continued throughout the summer, since summer classes serve those whose petitions are heard in the fall and have not been able to obtain sufficient instruction previous to the summer vacation. Increasing numbers of cities have adopted this plan and county superintendents are also doing so. Mr. J. F. Saegert, superintendent of Guadalupe County schools, Texas, writes:

Most of the schools are closed and the others will close within the next three weeks. The teachers are leaving for home or summer work until next September. I would rather take this matter up in September, as I do not see where anything can be done during the summer. Shall, however, be glad to try to get some of the teachers that remain to do some work if I can get them to do this work during vacation. Any further information or literature will be carefully filed, and I shall be glad to get that now, as it will enable me to formulate a definite plan to put before the teachers at our institute in September.

Miss Frances Clark, of Buchanan, Oreg., reports:

All Harney County teachers are willing to help, so I am sending directory to you.

From another part of Oregon Mr. J. E. Myers, superintendent of Crook County schools, states that the foreign-born population is very small and the aliens comparatively easy to teach owing to the influence of the American population. "The textbook is used to great advantage wherever possible," he says.

A report of the progress made in Morton County, N. Dak., under the direction of County Supt. H. K. Jensen, states in part:

Besides the schools I have mentioned above under my supervision there is a night school in Mandan under the supervision of Supt. C. L. Love. All of the schools I have under my supervision are in rural districts with the exception of the one located at Judson. The rural school teachers should be commended for aiding us in this work, as I find that they are more willing and apt to take hold of the work than a teacher in the village or city schools. They live with the people who are foreigners and realize the need of Americanization. It is my opinion that the number of schools under my supervision as above mentioned have people enrolled from about 20 districts in the county. We have received from your department all the necessary books, and I am well pleased with the cooperation that has been given me in carrying out this work.

Mr. J. E. Knight, superintendent of Hillsborough County public schools, Fla., reports that the board of public instruction is conducting English and citizenship classes, and—

As Americans and school officials we are very anxious that every foreign-born person avail himself or herself of the opportunities which are now offered. We can assure you that we welcome any help or suggestions which the Bureau of Naturalization may give. At present we are conducting two evening classes, one in Ybor City and the other in West Tampa, with a total enrollment of about 100. * * * Assuring you of our full cooperation in the Americanization program and thanking you for any suggestions which you may make from time to time.

The county superintendent of schools at Cut Bank, Mont., states that the clerk of the court and her office are cooperating in the work of assisting applicants for naturalization with their studies. She has

requested a quantity of supplies, stating that Glacier County has a large foreign population and that she expects to use these supplies in no small number as soon as the work gets started.

A letter from Mr. August Nikunen and his wife, Mrs. Sauna Nikunen at Tower, Minn., expressed their desire to join a class in English and citizenship, but stated that they could not do so since no classes were organized in their neighborhood and the nearest town was 8 miles from their farm. They asked the division to arrange to have a class started in a schoolhouse near them, stating that they and others in the neighborhood would attend it. First aid was given in this case by furnishing helpful literature, since the local schools were closing for the summer vacation. Steps were immediately taken to secure school facilities for that neighborhood under the county school plan of the division.

The following interesting information relative to rural citizenship instruction appears in the division's records:

Republic County, Kans.—John Jehlik, 70 years old, a naturalized citizen, has been instrumental in establishing throughout Republic County a number of classes which are attended almost exclusively by Bohemians. Mr. Jehlik himself teaches the class at Cuba, Kans. He conducted a canvass of the entire rural district of 12 miles radius and communicated by telephone or personal call with each alien. Commenced teaching two nights a week to a class composed almost entirely of farmers, many of whom could not speak the English language. Some worked on farms 8 miles from Cuba, but in spite of almost continuous rainy weather the pupils attended the classes and urged Mr. Jehlik to give instruction also on Sunday afternoon, which he agreed to do. During the summer when work on the farms was heaviest the class met once a week, and early in September resumed the semiweekly schedule. Mr. Jehlik arranges to have six or eight young ladies come in and sing patriotic songs and explains to the alien students the meaning of the words. Wherever a class is established Mr. Jehlik personally visits the place and instructs the teacher, furnishing the necessary supplies to start the work properly.

Louisiana.—March, 1919, at a conference between the Americanization committee of the State Council of Defense and the parent organization, a fund was set aside by the council to finance an Americanization campaign, the plan including the employment of a field agent to carry on the work. Mr. Archie Porter was appointed to this position, and has accomplished a really remarkable work throughout the rural districts of Louisiana. Classes have been established in Caddo, Jefferson, Plaquemines, Tangipahoa, and Orleans Parishes, with 23 teachers and 883 adult pupils. In instances where school officials were unable to secure teachers, the field agent located and appointed the instructors himself. He assisted in organizing and grouping the adult classes in the parishes, arranged for meeting places, which were more often held in vacant farm buildings or the homes of some of the pupils than in school buildings proper, and outlined to the teachers a general program for conducting the citizenship work. Where it was impossible to secure funds from municipal authorities for payment of teachers' salaries the Americanization committee assumed that expense.

Ludington, Mason County, Mich.—Letter from W. L. Kunkel, supervisor, Ludington, dated September 29, 1919: "Classes will be organized in the county during the month of October, which I will personally conduct. Being occupied in the city during the week, I shall find it necessary to conduct these classes on Saturday and Sunday. For those in the remote sections of the county I shall institute home study courses with periodical meetings at the courthouse in my office. The work here in Ludington has been a huge success, and the records show the effect of the classes conducted here. However, I feel that there is a great deal more to be accomplished, and shall not be satisfied until the entire county is on a 100 per cent basis. * * * The work in Mason County will be complete. The records will tell the story. A class of 40 or more will take their final step in January; 38 of these have attended my classes. About 40 will come up in June, and every man will have attended the classes. And so it will continue until all will have completed the circuit. It will make a bigger and brighter Ludington and a better community."

Custer County, Mont.—July 18, 1919, the county superintendent reported the establishment of a class near Kingsley post office, stating that the grown people attended the day schools at Cross S Creek. She expected to establish another class that fall near Kimball post office, where a number of Russians are anxious to be given instruction. She says: "Only yesterday a Russian from the Caucasus came in for a

book, and I helped him for an hour. His only help when he went home would be his two little girls, who attended school two years, but who have not been able to attend for three years because there is no school in their community. The great trouble in these rural districts is that local boards do not realize the importance of the Americanization work, and they hire girls to teach with practically no education and no ideas of service. They should pay enough to get capable teachers who would be of real service to the community. They should also pay a teacher for holding night school. Some very fine work was done by Miss Mitchell in the Bulgarian community of Cross S Creek, which I mentioned. She visited in the homes, sometimes for a week, showing the mothers how to cook American dishes, etc. This was done on her own initiative, because she enjoyed the work. This kind of work could be done in all of these communities if some kind of inducement could be held out to the boards to hire the right kind of teachers.

Phillips County and Hill County, Mont.—In the former county 48 textbooks have been supplied for the use of foreign born receiving instruction from 10 teachers, while in the latter county the number of students is approximately 50, with 20 teachers. The pupils are foreigners who are proving up on land under the homestead laws. They are scattered around on the prairies within a radius of 40 or 50 miles from the county seat. The work has been so successful in these two counties that efforts are being made to get other Montana county superintendents to adopt the plan.

Prairie County, Mont.—After having denied naturalization papers to a number of German-Russians because of ignorance, Judge C. J. Dousman took up vigorously with the county superintendent the necessity for citizenship classes throughout that territory. Judge Dousman suggested to the county superintendent the appointment of a male instructor who might be provided with a means of conveyance—a sort of itinerant instructor—who would hold school for adults at stated intervals at a number of localities in the district. A recent letter from the county superintendent states that she is organizing Americanization classes, and desires that 30 textbooks and 4 manuals be sent to her.

Thayer County, Nebr.—The county superintendent of schools is arranging throughout all the schools in the county to take up the instruction in citizenship training, and he will advise you or the department from time to time in regard to supplies needed. I think this is a very good move, and am sorry we could not get this work started earlier. We are willing to cooperate on this work and do everything we can to help fit these parties for good citizens." * * * (Excerpt from letter from clerk of district court, Hebron.

Burt County, Nebr.—Lieut. Stauffer, appointed by the county superintendent of schools to conduct the work, carries on classes for aliens residing within a radius of 10 miles. Examiner reports that these aliens prefer to have the classes held in the spring and fall, in order that they may drive to school in their cars. This would seem to present an unusual situation—prosperity first; desire for Americanism follows. Burt County is in the wheat and oat belt.

Platte County, Nebr.—In April, 1919, a class of 41—men whose ages ranged from 24 to 70—was organized in Platte County. Mr. J. C. Garlow, chairman of the old State Council of Defense, was largely responsible for the establishment of this class. Recently the clerk of the court of Platte County furnished to this office a list of all declarants and petitioners who had appeared before her and who seemed to be in need of instruction, and these names were referred to the county superintendent of schools, or in places where schools were already established, to the superintendents in charge of the classes. One interesting result of this work was the establishment of a class of about 25 nuns. These sisters are not allowed to attend regularly conducted public-school classes, but an instructor is provided in the convent by the mother superior and instruction is given there. These nuns will appear for their final hearing in June and July, 1920.

A plan for rural citizenship instruction evolved principally by Miss Flora Sims, county superintendent of schools, Phillips County, Mont., is particularly suited to rural areas. By this sytem the citizenship candidate when he takes his first naturalization step in the county clerk's office is sent from there to the office of the county superintendent of schools for an interview as to his educational needs. From this official he is sent to the public-school teacher living most conveniently to the candidate, from whom he receives the citizenship instruction. The books for instruction are sent to the public-school teacher by the county superintendent, to whom they have been supplied in the first instance by the office of the

chief naturalization examiner at Seattle. A form for noting progress is given the candidate. This is filled out by the teacher and forwarded through the county superintendent of schools to the chief naturalization examiner at Seattle.

RECORD OF PUBLIC-SCHOOL CLASSES REPORTED FOR 1,523 COMMUNITIES COOPERATING WITH THE DIVISION OF CITIZENSHIP TRAINING, SCHOOL YEAR 1919-20.

In the preceding year a questionnaire was sent out to cooperating public schools with request for information concerning enrollment and nature of classes, and 166 communities submitted reports. The data received were so valuable and illuminating that this year another report was asked for, this time quite early in the school year. The response was most gratifying, as reports either in whole or in part were received regarding 1,523 communities. These are presented herewith in tabular form.

A study of this table discloses some interesting facts. The term "indirect cooperation" refers to communities which are not themselves holding classes but where in order that school advantages may be extended to the widest possible area arrangements have been made to give their candidates for naturalization an opportunity of receiving instruction in a near-by town. "Total enrollment" refers to the whole number enrolled during the entire year; "Highest enrollment" to the largest number enrolled at any one time. The difference in these figures is accounted for by those who registered but dropped out because of illness, leaving town, discouragement, or lack of interest. The first two reasons are those over which there is no control, but the last two will no longer have to be reckoned with when a sufficient number of sympathetic, resourceful teachers have been specially trained for this work for, after all, effective teaching is the greatest incentive to attendance.

Communities for which classes available to the adult foreign born for instruction in English and citizenship were reported numbered 1,295, with a total enrollment during the year of 129,942, who were instructed in 4,241 classes. An average struck from these totals would give 30 students for each of the 4,241 classes. This fact is interesting when it is considered that many of the classes were in rural communities where perhaps only one or two were enrolled, and a considerable proportion in the cities where proper facilities, adequate teaching forces, and expert supervision make smaller classes preferable. The obvious inference which may be drawn is that in the greater number of communities where this work is being carried on the classes are large and unwieldly, due to the lack of a sufficient number of trained instructors. However, there has been such gratifying interest shown in the training of sufficient teachers for this work, the establishment of institutes by cities, counties, and States, in steadily increasing numbers, where this instruction is given, and the appropriation of increasing sums of money for citizenship instruction that in all probability next year's report will show a more adequate provision of teachers that will make smaller classes a possibility, and a consequent improvement in instruction.

An exceedingly gratifying disclosure is presented by the reports in the relative and actual increase in the number of day classes for

adults. From the limited number of communities reporting in the preceding year only 8 per cent, or 68, showed day classes for adults. The reports this year revealed an increase of day classes equal to nearly one-fourth of all classes, or 936. These figures are most significant since they show from the study and experience gained by the endeavor to solve this fundamental of education, that those who lead in this enterprise are providing instruction where and when most needed and at times when the mental forces are not at their lowest ebb as in the cases where classes were held only at the close of the day's toil. These day classes include not only those meeting during working hours in industrial plants, but classes in the homes for mothers who can not leave their children, or who, because of the Old World customs still in force, are not allowed to leave the houses unescorted by a male member of the family.

Nearly three times as many men as women were reported in the total enrollment, and the proportion of women given in the highest enrollment remained about the same.

It is interesting also to note the number of women enrolled as shown by the ages indicated. Plainly, the younger women are the ones who attend in largest numbers, those who are out in the world of work and more or less free from the conventions of their native lands. But the fact that nearly 5,000 foreign-born women who have reached the years of middle life broke through the shackles of home duties and Old World customs and exercised their rights as prospective American citizens is one which can not fail to arrest attention. And their influence must have spread to the old women, for not only were 326 between 51 and 60 years of age enrolled, but 48 over 60 years of age. How pathetic, yet how inspiring, is the picture which this brings to mind!

As to the men, it will be noted that there were two-thirds as many men between 31 and 50 enrolled as those under 31, which is most encouraging. The argument is often advanced that the older foreign-born men and women will not enter the public-school classes, either because they are ashamed to study with their sons and daughters, or because they have passed the time when acquisition of new knowledge is easy. The attendance of many white-haired men and women on postgraduate and special courses in all of our large universities shows that these objections are becoming less and less real to the native born, and the facts revealed by this table show the argument to be fallacious in its application to the foreign-born. The table shows that nearly 2,000 men and women between 51 and 60 years of age attended the classes reported, and 327 men and women over 60. It is a pleasure to call attention to the fact that of this number of elderly, earnest foreign-born students nearly 400 were women—women whose whole lives up to this time had been spent without any realization that they, too, were entitled to the benefits which their husbands and sons enjoyed. With suffrage for women now assured throughout the United States, this attendance of women upon the classes will surely increase. The foregoing comments relate to the 62,605 classified according to age. There were 67,337 whose ages were not given. It may be a fair inference that the attendance by ages may, therefore, be more than doubled all along the line in proportion as the two sexes are reported.

Summary showing number of cooperating communities, classes, enrollment, etc.

Total number cooperating communities for which reports were submitted	1,523
Communities for which classes were reported	1,295
Communities for which classes were reported not completely organized	228
Total number cooperating communities reporting classes available	1,295
Directly	694
Indirectly	601
Total number of classes	4,241
Day classes	936
Evening classes	3,244
Time not designated	61
Industrial classes included in above total	371
Average length of term (months)	5½
Average number of sessions each week	3
Average number of hours per session	2
Total enrollment reported for year	129,942
Men enrolled	96,794
Women enrolled	33,148
Total below 31 years	35,762
Men enrolled	27,683
Women enrolled	8,079
Total 31 years to 50 years	24,658
Men enrolled	19,812
Women enrolled	4,846
Total 51 years to 60 years	1,858
Men enrolled	1,532
Women enrolled	326
Total above 60 years	327
Men enrolled	279
Women enrolled	48
Number whose ages were not given	67,337
Highest enrollment at any one time during the year	121,741
Men enrolled	90,300
Women enrolled	31,441
Highest attendance for year	47,653
Men attending	36,841
Women attending	10,812
Average number of students enrolled per class	30

Table F presents an interesting study of nationalities and of their relative interest in American citizenship classes. As last year, the Italians lead in point of numbers reported, but whereas last year the Poles were second, this year Americans take their place while the Poles drop to third place. This change of rank from fourth to

second on the part of Americans shows that the public schools by organizing classes where candidates for naturalization are offered instruction in English, citizenship, and kindred branches of study, at the same time provide for adult illiterate Americans the means of overcoming the handicaps caused by lack of opportunities for education in earlier years, or by failure to take advantage of those opportunities when available.

Last year the Mexicans were eighteenth, forming 0.85 per cent of the total number of nationalities reported, but this year they stand seventh in rank with a percentage of 4.62. It is interesting to note that after the Poles, Russians are fourth, Slavs fifth, Hungarians sixth, Mexicans seventh, French eighth, Germans ninth, and Finns tenth.

TABLE F.—*Showing the number and per cent of the 67,374 pupils whose nationalities were reported.*

Nationalities.	Number.	Per cent.
Italians	12,782	18.97
Americans	10,497	15.58
Poles	7,771	11.53
Russians	5,034	7.47
Slavs	4,794	7.12
Hungarians	3,181	4.72
Mexicans	3,111	4.62
French	2,691	3.99
Germans	2,640	3.92
Finns	2,353	3.49
Canadians	2,063	3.06
Swedes	1,955	2.90
Greeks	1,720	2.55
Portuguese	1,536	2.28
English	1,231	1.83
German-Russians	1,173	1.74
Lithuanians	1,122	1.67
Spaniards	983	1.46
Rumanians	644	.96
Australians	93	.14
Total	67,374	100.00
Nationalities unreported	62,568	.....
Grand total	129,942	.....

This limited classification is caused by the failure to request a presentation of all nationalities enrolled, but only of the ones enumerated. It is hoped that conditions in the schools will improve so as to admit of complete classification being requested during the coming school year.

COOPERATION OF ORGANIZATIONS.

The year just completed has witnessed an ever-increasing tendency on the part of churches, women's organizations of various kinds, civic, and philanthropic clubs and societies to help in whatever way seems most practical in the Americanization work and the weight of their influence is adding materially to the results. Indeed, where there is no work under way the first steps are being taken by these organizations. Community-service workers are doing this in some localities, encouraging the establishment of educational as well as recreational facilities, improving living conditions, and organizing work along other lines as occasion seems to require. Valuable

cooperation is being given by churches, as indicated by the following extract from a letter to the chief naturalization examiner at Philaphia, from Miss Theresa Trimmell, working at the time in Gloucester County, N. J.:

This work in south Jersey was initiated by the Board of Home Missions of the Methodist Episcopal Church, and I have been appointed a social worker in this part of Jersey. As our program is only a few months old, we have not accomplished a great deal, but our general directions from headquarters are to set in motion any kind of welfare work most needed with the expectation that these projects will be taken over as soon as approved by the departments to which they would naturally belong. With this in mind, as soon as the classes were organized, the matter was presented to the local board of education where it was promptly indorsed and provision made for teachers to do the work and equipment that was needed.

Reports from the division's educational assistant working in the coal fields of Pennsylvania indicate splendid cooperation on the part of pastors of the various Catholic churches who have announced the citizenship classes to the parishioners at the services and otherwise lent their influence. This work has also appealed to the Knights of Columbus so strongly as to call forth the following resolution in regard to it:

Resolved, That Indiana Council No. 1481, Knights of Columbus, Indiana, Pa., heartily support the Naturalization Service, United States Department of Labor, and will render any assistance possible toward the education of the foreigners in order that they may know the true principles of Americanism and become true and loyal citizens of America, and know the Stars and Stripes as their flag.

The report, forwarding a copy of this resolution, states:

Mr. O'Hara, the recording secretary, presented me with the copy and assured me that all the members are anxious to do everything in their power to make the educational movement in Indiana County a grand success.

Also the following expression:

Resolved, That Punxsutawney Council No. 452, Knights of Columbus, hereby indorses the plan of the Bureau of Naturalization for the extension of knowledge concerning the principles of the United States Government by the establishment of night schools for the teaching of courses on civil government and kindred subjects to those desiring such knowledge. Further resolved that we hereby signify our willingness to cooperate, in so far as will not conflict with the proposed educational program of the Knights of Columbus, with the agencies of said Bureau of Naturalization in their efforts to establish and maintain such night school in the Borough of Punxsutawney.

The Division of Citizenship Training has not underestimated the value of this cooperation and has encouraged naturalization examiners to confer with pastors and officers of religious bodies, advising them of its citizenship education program and of the various material aids available to them for use with public-school supervised English and citizenship classes of foreign-born candidates for naturalization. Such conferences have almost without exception resulted in assurances of approval and support.

At Paterson, N. J., Mr. Raleigh Weintrob, principal of Public School No. 22, writes the division as follows:

I am conducting a class for foreigners at the Young Men's Hebrew Association and wish to use your text as part of the course of instruction. I shall greatly appreciate receiving any other material of this kind that you have for distribution.

At still another New Jersey point, Red Bank, Attorney at Law Mary Wooster Sutton makes the following inquiry:

I am secretary of the Monmouth Chapter of the Daughters of the American Revolution, and our regent, Mrs. Henry S. White, of Red Bank, and my near neighbor, is very enthusiastic over having the D. A. R. enter into Americanization lines. It is

quite possible that if you should suggest to Supt. Paul R. Radcliffe, Red Bank, N. J., that he use his influence to permit the D. A. R. to occupy a public-school room at certain times to instruct foreigners, the plan would be acceptable to all concerned. Question: Could the D. A. R. work with the Government and give the diplomas when earned by these foreigners who desire to become Americanized?

In Spokane, Wash., the Constitutional Government League is cooperating with the public schools in securing the attendance of all foreign-speaking people in Spokane, citizens as well as noncitizens, "to the end that the citizens may have a better understanding of their civic duties and responsibilities and in order that the noncitizens may qualify themselves for intelligent citizenship." The chamber of commerce and the employers' association are also cooperating with the schools.

Mrs. Bertha R. Williams, executive secretary, Home Service Section, Spring Valley (Ill.) Branch, American Red Cross, writes:

Your suggestion regarding the establishment of classes for American citizenship came just at the crucial time to help us solve a problem. We are anxious to establish evening classes for our discharged foreign-born soldiers, as well as other residents.

Splendid work is being accomplished by the Chicago (Ill.) Woman's Aid, as shown by the following extract from a report of the Americanization committee:

The Americanization committee (Mrs. Selig Greenebaum, chairman) put all its efforts into propaganda work trying to get the foreign non-English-speaking women into the public schools to understand and to speak simple English. We are working with the United States Department of Labor in trying to educate the wives of newly naturalized citizens, who automatically become voters, and who know absolutely nothing of their responsibility to the community. The committee visited 38 such women, distributed about 5,000 dodgers, invited the women of the neighborhood to the Holden School for simple English instruction or anything else they wanted to learn. Cooperating with us was every available agency in the district from the priest of the largest Polish church to banks, newspapers, and every sort of store. The principal, truant officer, and teachers also lent a helping hand and with optimism we await the results of the strenuous efforts made. Thanks are due to our committee who have worked so faithfully.

The American Legion, as might be expected, is entirely in sympathy with the Federal plan of furnishing advantages whereby the foreign-born may fit themselves for good citizenship, and through its local posts is giving strong support and assistance to the school officials, especially by encouraging attendance of prospective citizens upon the classes and by assisting in the public ceremonies attendant upon graduation exercises and citizenship rallies. An instance of this is indicated in the following extract from a letter written by Mr. C. C. Faries, post adjutant, at Globe, Ariz.:

Your communication with inclosure of copy of annual report of the Commissioner of Naturalization received this date, and on behalf of the post I will inform you that we are cooperating with your department through the examiner located in Los Angeles. The post plans to conduct a public ceremonial on the occasion of the final papers being awarded the present class of applicants. * * * Thanking you for the honor conferred on this post and assuring you of our hearty cooperation at all times.

A most interesting letter addressed to the chief naturalization examiner at St. Louis by Mr. Samuel I. Sievers, chairman citizenship instruction committee of Missouri Lodge, Independent Order of B'nai B'rith, shows that much intelligent study is being given the problem of preparation for citizenship, with the determination to extend this to all aliens by one means or another:

In a recent issue of the Globe-Democrat you were quoted as criticizing certain Americanization work among aliens which tended to take them away from the citizen-

ship classes conducted by the public schools. I desire to express my approval of your stand, and I am sure that everyone who has given the matter thought agrees with you. It may be of interest to you to know that Missouri Lodge, Independent Order of B'nai B'rith, has undertaken Americanization work among unnaturalized aliens of Jewish faith in St. Louis, and it has a naturalization committee at work.

The policy of the committee is to encourage the alien in every way to attend the citizenship classes in the public schools. However, where an unnaturalized alien is found, who from force of circumstances can not, or through ignorance or indifference will not, attend these classes, a member of the committee will be assigned to such alien to act as his "big brother American," and whose duty it will be by personal instruction to assist the alien in becoming a naturalized American citizen, appreciating its privileges and assuming its responsibilities. The committee does not intend to do any class work whatsoever. There will be no competition or duplication of the work done in the public schools. In fact, we believe that after some preliminary work it will be possible to persuade many of the aliens to attend these classes. * * *

While I believe that this plan is new in the field of Americanization work, it is not intended to be final, and we would welcome any suggestion that may enable us to do our part in helping to solve the great problem before the United States to-day, "The Americanization of the alien."

So many agencies are interesting themselves in Americanization work that space will not permit the mention of them all, but the cooperation offered and the assistance rendered to the public schools is proving of great worth. These organizations are finding a fruitful field of endeavor all over the country, and an itemized report of the support given by these bodies of men, women, and children would make most interesting reading and furnish suggestions for those not yet engaged in this particular work.

The Y. M. C. A., with its special appeal to men and its ready adaptability to existing conditions, is in many places giving hearty support to the Federal plan for Americanization and helping to place citizenship instruction on a most substantial basis by cooperating with the public schools in making this phase of education a permanent part of the school program. This is especially true in Chicago, Ill.; Milwaukee, Wis.; Butte, Mont.; Rochester, N. Y.; Spokane and Tacoma, Wash.; and many other cities and communities where the Y. M. C. A. officials "recognize the public schools as the place where citizenship training should be conducted, and they propose now to do only such citizenship training work as the Government and the public schools are not prepared to do." The Y. M. C. A. of the Colorado Fuel & Iron Co., operating at various points in Colorado, also takes this stand, and is supplementing the public schools most capably and doing a splendid piece of constructive Americanization work. In Raymond, Wash., there is fine cooperation between the association, the Loyal Legion of Loggers and Lumbermen, and the public schools. A letter from Mr. Fred Brooke, Y. M. C. A. secretary, reports:

These classes are meeting in one of the city school buildings and four of the local teachers are handling the major part of the work. There are also three volunteer assistants.

A systematic canvass being made of all the mills and the city is not yet completed. We aim to get every foreigner in the place. (Many native Americans need the work also.) This morning I came across a pool hall frequented by Italians. Found 20 who would like to learn the language and become citizens but were shy about going to the public school, so I arranged to hold two classes a week in the hall, the proprietor being one anxious to learn. He had tried for his second papers several times but had failed to pass.

We have decided to have some of the foreign-born leaders serve on the committee. They are now helping to put the work across. In fact, the success already attained belongs in a large measure to them.

In Woonsocket, R. I., there is close cooperation between the Y. M. C. A. and the public schools. There are many foreign-born being served by the classes and more are expected in the future. Mr. James MacIlwain, industrial secretary of the Y. M. C. A., writes:

In 1917 there were over 2,000 men who took out first papers in this city, and up to date there has been less than 600 who have taken out second papers. Before laying out the work of looking up these men I would be glad to have help from your department. I will take care of the factories. At present the school superintendent speaks to our classes on some subjects, sanctions our work, and thinks it is done well.

My idea is to catch all these men who are about to become citizens and inject good Americanism into them as they are going through, and learning the questions and answers usually asked by the examiner of naturalization isn't all they get while going through the citizenship school. I try to make it all the name implies. Interest is kept up by the methods used. Snappy or dynamic they might be called. Liberty, law and order, democracy, and responsibility of citizens are explained quite thoroughly.

That this is successfully carried out is the testimony of the local naturalization examiner who reports:

The work that has been done by the Y. M. C. A. under the supervision of the public schools is marvelous. I examined 462 men in Woonsocket and they could answer any question asked. The Y. M. C. A. is going to send out invitations to 4,000 holders of first papers in the Woonsocket district to file their second papers.

The wisdom of the congressional provision that citizenship instruction should be given under the auspices of the public schools is vouched for, following practical experience, by the executive secretary of the Americanization department, Y. M. C. A., Chicago, Ill., Mr. Abraham Bowers, who stated in a talk with the chief naturalization examiner at that point that the organization reached a greater number of people by recommending attendance at the public schools than by conducting classes of their own and that therefore they were showing greater results than when the classes were conducted by the Y. M. C. A. In a letter written in February, Mr. Bowers states the case as follows:

In the winter and spring of 1918 we began encouraging foreign-speaking men in industries to attend the English and citizenship classes in the public evening schools. It was not long until we found that our Chicago association could render more service and make a contact as effective while securing the attendance at the public evening schools as in conducting classes in English and citizenship under our own auspices and with our own teachers. From that time forward throughout the entire city we have been most cheerfully urging men in the industries to attend the public evening schools, both for the vocational education and for the English classes. We have found that in doing this we can assist in setting up a type of shop committee to promote this attendance that is more serviceable to the industry as a piece of industrial work, and to the employees, than almost anything else that we can do in the industry.

A fine spirit of cooperation is indicated by the following paragraph from a letter written by Mr. H. E. Blackmar, superintendent of schools of Ottumwa, Iowa:

With the cooperation of Mr. Dalzell of the Y. M. C. A., Mr. Densbrink of the local Federation of Labor, and representatives of several interested organizations, we are making an effort to give instruction to candidates for citizenship. The work will be conducted in a convenient room belonging to the city schools.

The work at Grand Rapids, Mich., has been greatly assisted by the Y. M. C. A. through Mr. R. M. DeWitt, industrial educational secretary, conducting welfare work in 42 factories, with Americanization as a prominent feature.

The position of the National League of Women Voters, into which the National American Woman Suffrage Association has grown, is

stated in these words by the chairman of the American citizenship committee:

> We have won our fight, and we are now ready to put our whole force into citizenship work.

The leaders of the organization have informed themselves of the educational work being promoted by this division through public schools throughout the country and are lending their support in a most efficient manner in many localities. At its convention held in Chicago, February 12–18, 1920, the American citizenship committee of the National League of Women Voters heartily indorsed the policy of the division.

Advice is being received from different points as to the work being accomplished, both for native-born and foreign-born women, in preparation for the responsibility of the ballot. One Americanization chairman states that the public schools and school centers are being used exclusively because they offer the easiest method of reaching the non-English-speaking people. A branch of the league has carried on a model class for the training of teachers to teach civics and history to men and women preparing for naturalization. The members of the league financed this work and have paid experts in order to make it a complete success.

This is a very important and a most fruitful field of endeavor for such an active organization as the league, and has a most interesting future.

Women's clubs have always been active agents for the improvement of conditions in their immediate localities, and in various places have been of great assistance in this particular work by creating for foreign-born women an American atmosphere. Local and State clubs have indorsed the work of the division in promoting educational facilities for candidates for citizenship through the public schools.

Practical work by individual women was stimulated during the past year by one of the State federations offering gold and silver medals to the women who did the most locally for the cause of Americanization. This included work done in any or all of the following lines:

1. In making a local survey.
2. In establishing English and citizenship classes in cooperation with the Bureau of Naturalization and the public schools.
3. In placing in these classes all foreign and native born in need of such instruction.
4. In encouraging the establishment of classes in vocational training and domestic science, and the attendance therein.
5. In cultivating a more friendly relation with the foreign-born woman.
6. In disseminating a better knowledge of civic and political questions among both foreign and native born women.
7. In lessening the percentage of illiteracy.

In order that the work might be judged equitably, the report was to be embodied in a paper entitled, "The Problem and How Met." The winner of the gold medal had taught a class of Mexicans gratis for a period of several months. She had given five afternoons a week to the work and had gained the confidence of the mothers to such an extent that she was being invited to their homes and to weddings. A local club had furnished a school room used by the Mexican children of the town. One member, a physician, did wonders with the foreign born of her city, but was, as she expressed it, "too busy doing to find time to report."

As the result of an earnest desire to standardize and unify the serious work of women's clubs throughout the country, resolutions and an outline of policy were drawn up and adopted by the General Federation of Women's Clubs at the annual session at Des Moines, Iowa, in June, 1920.

The Philomusian Club and the Civic Club of Philadelphia have been most helpful to the public schools in providing for impressive and interesting programs at the time of the graduation and presentation of certificates. The cooperation of the City Club and of various industrial firms is also noted.

THE LOYAL LEGION OF LOGGERS AND LUMBERMEN.

During the war great difficulty was experienced in getting out spruce from the northwest woods for use in aeroplane production. So much opposition was encountered from those who endeavored to obstruct the Government in its successful prosecution of the war that it became necessary to organize patriotic employers and employees of the logging and lumbering industry to combat this menace. Thus, with the cooperation of the War Department, the Loyal Legion of Loggers and Lumbermen came into being. Primarily established to promote unity of interest and efficiency in the rapidity of output to help to win the war, the organization was found to be of such great value to both employer and employee that it was continued as mutually beneficial after hostilities ceased.

The 4L organization, as it is commonly called, requires all its members to be American citizens or to have declared their intention to become such. Its territory includes the States of Washington, Oregon, Idaho, and Montana, throughout which approximately 500 locals have been organized.

In July, 1919, Mr. P. L. Abbey, the secretary-manager of the 4L's, wrote to the division asking for assistance in facilitating the naturalization of foreign-born 4L members. Mr. Abbey forwarded a list of secretaries of all 4L locals in order that whatever assistance was given might be offered directly. As an outgrowth of this request each 4L local secretary was informed of what the division could offer to aid candidates in establishing classes for their citizenship education and in making out their naturalization papers. The establishment of such classes, in cooperation with the county or city superintendent of schools, was urged wherever an organized local existed. The response from the secretaries and public-school officials has been most encouraging and many locals have provided facilities by which instruction in English and citizenship for their foreign-born members has been freely available. The Americanization committees appointed have been very helpful, the division supplying each member of the committee with a syllabus of the naturalization law, sample copies of preliminary naturalization forms, and a set of instructions for filling them out in order that each member might be able to give practical assistance.

In the larger cities and towns the members of the locals are encouraged to attend the public-school classes already established. In the smaller places and isolated camps where it has scarcely ever been possible to secure the services of a public-school teacher, qualified members of the Loyal Legion have themselves conducted classes in cooperation with school officials. They have been supplied with the

textbooks and other material by this division, including certificates of proficiency and certificates of graduation.

Among the aids which the division prepared especially for foreign-born loggers and lumbermen, is a vocabulary of logging and lumbering terms in the form of a loose-leaf addition to the Federal Citizenship Textbook. While the business of the northwest woods was responsible for the preparation of this list of pertinent terms, it has also been put into use by logging and lumbering classes in other sections of the country.

The Ladies' Loyal Legion, or the 3L's, which works hand in hand with the 4L's, has for one of its main objects the promotion of educational advantages of its members. Plans for classes and study programs have been made, and that organization is accomplishing much in the way of community service. A contact is being established by the division with this organization in cooperation with the public schools and the 4L's in order that these activities may be extended to the women that they may have the benefit of citizenship training.

Special mention may be made of educational activities in Oregon where the extension division of the University of Oregon, the University School of Music, and the high schools are providing splendid material for the 4L's. They offer both instructors for classes and entertainers, in cooperation with local talent, for special programs. This division has kept in touch with the extension departments of the universities in these activities both from the central office at Washington and from the naturalization offices at Seattle and Portland.

The public libraries of Washington and Oregon are making a special effort to reach all sections of their respective States and the lumber camps are taking advantage of their service. Increasing numbers of books are available for the foreign born; books of all classes, including technical publications that deal with the logging and lumbering business.

There are many instances of the fine spirit of cooperation manifested by 4L Locals in taking charge of the citizenship education work for their members and their harmonious relations with the public schools. Mr. George T. Crockett, county superintendent of schools of Kitsap County, Wash., called a conference at Port Gamble with the local secretaries of the 4L's to discuss plans for putting the naturalization program to work. At Raymond, Wash., the citizenship classes received the support not only of the public schools but also of the leading civic, fraternal, and other organizations of the city. Some of the classes were held in the barracks of the Willapa Lumber Co., some in the Ellis School, and some in the Y. M. C. A. building. Mr. Fred Brooke, general secretary of the Y. M. C. A., reported: "The success of the work was due to the [Americanization] committee, Alfred McCampbell, of the Willapa Lumber Co., chairman. They gave very freely of their time and ability in putting the job across."

Other instances of good work are given in the following quotations from letters:

Mr. Carl G. Lindahl, secretary 4L Local No. 66, Monroe, Wash.:

I wish to inform you that the 4L local at this operation has been discontinued, but that the classes in citizenship training are being kept regularly every Thursday evening, under the supervision of the principal of the local school * * *. The students are progressin nicely and take very much interest in their studies * * *. We

are planning to have our graduation exercises in July, though no definite date as yet has been set.

Mr. J. G. Benchley, secretary of 4L Local No. 54, Hope, Idaho:

Have procured the principal of our district for instructor. Will you kindly send 15 textbooks and two Teacher's Manuals, one of which I would like for my own use, as it is possible that the instructor might be absent occasionally. We have a fine room furnished by our village trustees.

The fine spirit of patriotism on the part of the teachers and appreciation of the importance of citizenship training are shown by the following:

Mr. E. S. Walker, secretary 4L Local No. 62, Woodinville, Wash.:

Attached you will find a requisition for supplies. I wish to say that our local has a very few that are not citizens, and those that are not have applied for citizenship. We have in our locality an Italian section crew who desire instruction. The writer has presented your offer to them and our local feels obliged to assist in this work even if the work is outside of our membership. The writer will agree to instruct or assist in this work. At any rate some of us will help carry on.

Mr. P. J. Pedersen, secretary of 4L Local No. 75, Walville, Wash.:

Since the teachers are volunteering their service and not receiving any compensation for it, we recommend that each of them be given a letter of thanks from the Bureau of Naturalization, to show appreciation for the teachers' services in helping to Americanize the foreigners.

SPECIAL WORK FOR WOMEN.

The responsibility of the citizen to share in the making of the laws, in the choosing of the legislative, judicial, and administrative officers, and in making and keeping this country the best in which to live, hereafter will rest equally upon every woman citizen as it now rests upon every voter.

The preparation of foreign-born women for the proper exercise of the franchise in America is a problem. There are shining examples of ambitious women, mothers of children, who have made it their business to get the information necessary to make of themselves good citizens. For the majority, however, it is necessary to adapt the instruction and the hours of meeting to the convenience of the students, and much English is being taught incidentally where women meet for instruction in sewing, nursing, cooking, or child feeding, or where they are brought together informally for social purposes primarily. This is a branch of the educational work in which women of wisdom and tact, whether as members of organizations or as individuals, can give and are giving to the public schools most valuable support. Personal contact with native Americans is needed by these women and the actual use of our language is necessary to its mastery.

Circumstance and local public sentiment have much to do with the methods used. One town has a regular system of women's home classes with volunteer teachers working all the time under the supervision of the director of Americanization committee in cooperation with the regular night-school committee which furnishes part of the supplies. In another place the citizenship instructor finds time in addition to the regular classwork to enter the homes of the women and to be of real service to them. She conducts a class in the early morning, first in one home and then another, and has succeeded in arousing so much interest that the women go visiting with her on the days that she has her classes and take part in them.

The subject matter of the English lessons given women in this way should include fundamental facts in regard to the Government and institutions of America in order that the object sought, that of preparing for intelligent citizenship, may not be lost sight of. Every help possible should be given to these prospective citizens, and their interest aroused so that they will be eager to join classes giving closer attention and more detailed study to the subject of citizenship duties when they are sufficiently familiar with the language.

This problem is being given careful consideration, and the following extract from a letter from the director of the University of Arkansas extension division indicates the steps being taken there:

The general extension division of the University of Arkansas is preparing a textbook on citizenship for women. This book will be written by Dr. D. Y. Thomas, of our department of history and political science, with the cooperation of the Arkansas League of Women. The general extension division will also offer a course in citizenship for women during the summer session of 1920.

This, of course, contemplates the instruction of native-born women so that they may realize their duty to vote and may be well equipped to do their duty; but it will serve also to bring to their attention the fact that newly made women citizens of foreign birth are in need of the same instruction, and to a greater extent.

The League of Women Voters is doing most excellent work which promises to influence and encourage to a very extensive degree the civic education of women of foreign birth. In various places the Woman's Suffrage Association, the Women's Christian Temperance Union, and clubs originally organized as social clubs are turning their attention to active civic work. The following extract from a report from Seattle indicates the naturalness of cooperation on the part of various bodies and individuals, all seeking the same object and each contributing its particular gift to the making of intelligent citizens:

On June 13, 1919, I was invited to explain the Americanization work of the Bureau of Naturalization to the University of Washington Chapter of the D. A. R., of which Miss Bell Colson, 5529 Kenwood Place, Seattle, is chapter regent. The invitation grew out of a formal talk I gave at the Americanization conference called by the extension division of the University of Washington some weeks ago. About 15 young ladies were present, many of them having had teaching experience. I found they had already engaged in going to the homes of foreigners and teaching the foreigners' wives and that they were very anxious to cooperate with and receive the aid of the bureau. I suggested that if they desired to go into the homes of the foreigners who are applying for citizenship and teach the women who are unable to attend public-school classes as unpaid workers under the supervision of the public schools, this office would do all in its power to assist them so that they might be entitled to the use of the helps issued by the bureau. They were glad to avail themselves of the offer.

Yesterday Miss Colson and Miss Seelye called at headquarters and I showed them how they can make an abstract of information desired by them from records kept by us in this office in the case of all petitioners filing papers in the Seattle courts on printed Form c14–18 and a form for a blank to be used by them was drawn which they will mimeograph. They will furnish this office with a copy of the data secured, thus giving us an insight into the environment of applicants for citizenship which we have not heretofore had, which I think will have a certain value. * * * Later on I shall try to get the ladies in touch with the local public schools.

From Glendale, Ariz., comes the following account of the work of women for women, which is of a most friendly character and bound to succeed in promoting genuine Americanization:

Glendale is most fortunate in having a trained leader at work, Miss Elsie Elliott. Under the auspices of the Women's Club, which gives the use of its comfortable clubhouse to the Americanization committee, part-time classes in English are flourishing.

A weekly social evening for the Mexican people is observed and an occasional program of general interest is carried out. One of these programs was given for the relief of the sufferers from the recent earthquake in Mexico. Early in February a Latin-American concert was presented under the auspices of the Americanization committee, the proceeds to be used for the maintenance of the work, which is privately financed. English classes are held each Monday and Thursday evening. A class in home nursing is also conducted for Mexican women.

Miss Elliott expects to have provision made for night school classes by the public-school authorities by next fall.

An instance of educational work for women as a natural outgrowth of the activities of women's clubs comes from Maine in a letter from Mrs. Jennie Bodge Johnson, chairman, Maine Federation of Women's Clubs. Her work is among the Danish and Swedish women in Westbrook, and she states that if women are to have the ballot it is high time to help the women who are outside of literary clubs.

She says: "They are bright, wholesome, normal women—good mothers, fine housekeepers, and *have children.*"

One way in which women's organizations are generously helping on the good citizenship work is by providing funds for the payment of public-school teachers where no public funds have as yet been set aside for the purpose. The retiring woman's committee of the Council of National Defense of the State of Arkansas donated $900, the fund remaining in the treasury at the end of their administration, for night-school work under the administration of the finance committee of the illiteracy commission, and the Federation of Women's Clubs has promised $2,500 for the same purpose.

The Federation of Women's Clubs in Oklahoma is working in cooperation with this division through their department of Americanization. Gold and silver medals are being offered for the best work done by club women in interesting foreign born in citizenship classes and seeing that these classes are established by school officials.

Dr. S. E. Weber, superintendent of the Scranton, Pa., public schools, sends this interesting history of a most remarkable foreign-born mother who, although charged with the care of eight children, all under 16 years of age, found time to attend the Americanization classes on four evenings a week for two years, commencing in October, 1918, without missing a single session of school. She was graduated on March 9, 1920.

Mrs. Marie Guerricci; 41 years of age. John Guerricci, husband of Marie Guerricci by trade a tailor. Mrs. Guerricci has been in this country 15 years, while her husband has been here 17 years. Children: Iolanda, 16, finished the seventh grade; Flora, 13, now in 7A grade; Dora, 11, now in 7B grade; Nora, 9, now in 5B grade; Cora, 7, now in 2B grade; John, jr., 5, now in kindergarten; Mary, 3; Irma, 8 months, born July 12, 1919. Mr. and Mrs. Guerricci were born in Rome, Italy. Mr. Guerricci received a good common-school education in Italy, but Mrs. Guerricci had reached only the fourth grade. Her great ambition is that her daughters shall become school-teachers, and her primary object in attending night school is that she might, in some measure, keep up with her daughters. Her children are Americans. As she has said herself, "I want to be American like them. Italy could never do for me and my children what America is doing. I would like to write to Washington to have night school all the year." Mrs. Guerricci attended the Garfield (No. 11) Evening School all of last year and this year without missing a night. Miss Margaret Durkin was her teacher.

It will be noted that Mrs. Guerricci gave birth to her youngest child during the period of her school work and that the second youngest child was a mere infant during that time. This case would seem to refute the argument that foreign-born mothers, while rearing children, can not attend night schools.

WORK WITH MEXICANS.

The educational work with Mexicans is being carried on in many places, but to a great extent lacks the encouragement of sincere appreciation which marks so much of the work with other nationalities. Many come over the border with the idea of remaining only a short time, and even if the rest of their days are spent in this country the idea persists and they retain the impression that they will eventually go back to Mexico or on to some other town; that there is, therefore, no advantage in exerting themselves to study English; and the result of this reasoning is that there is no desire whatever to become American citizens. This is true especially in the places close to the border line. In El Paso, the principal of the high school reports that three or four hundred Mexicans, including both women and men, are learning English in the two night schools. It is found advisable to emphasize the teaching of English, and the process of Americanization is natural and gradual. The industries in which they are employed, sugar-beet raising, for example, are such as to encourage their inclination to move from one place to another. From Garden City, Kans., the superintendent of schools writes: "The Mexican classes are well sustained despite the fact that there are many changes for which they are not responsible."

A group of 65 recently taken to Milwaukee were immediately invited to the public-school classes and are meeting three times a week. They are making excellent progress and through this association are getting proper ideas about our Government and its institutions.

More local communities than ever before are interesting themselves to provide educational facilities for the Mexicans and in this way help those who come to this country and give of their physical strength to its development to become an asset mentally and morally as well.

APPRECIATION OF CITIZENSHIP INSTRUCTION.

In spite of the many reasons that could be given by the foreign born for not attending, there is a remarkably fine response on their part to the appeal for them to join the classes where special instruction is given by people genuinely interested in aiding the foreign born to develop into the best type of American citizen.

They are interested in knowing how to become more closely allied with the community and national life; they are sincere in their desire to better the conditions under which they and their families live; and really desire to profit to the fullest extent by the step they have taken in choosing America as their permanent home. It is not the easy and natural thing to leave the land of one's birth and deliberately start a new life in a strange country. But the ambitions which prompted their coming are in very many instances of a high type and impel them to "carry on," with the result that the citizenship classes are well attended and the higher standards set by naturalization courts under the impulse of the administrative policy are being met, with a consequent improvement in the intelligence of the voting body.

Attendance up to the capacity of the teacher has been the rule in many communities. In no instance has it been found necessary to invoke the compulsion of the law to secure attendance. At the

suggestion of the school boards additional compensation due the instructors for holding extra sessions has been readily supplied by the student body. Sopris, Colo., is a particular instance of this spirit.

The possibilities for securing enrollments and the maximum attendance of adults through their children in the public schools have been pointed out in the correspondence and publications upon this work during the years this activity has been carried on. Many citizenship classes have members in them whose attendance was secured by their children. From Walton, N. Y., the superintendent of schools reports the organization of a class composed entirely of parents of Italian children attending the high school.

The following excerpt from a naturalization examiner's report serves well to illustrate the desire which is felt by prospective citizens:

> The hearing to-day showed that most of the applicants had made an earnest effort to obtain books and instruction. Practically all were farmers who had sought the instruction of the local country-school teacher without very much success. The candidate stated, in explanation of his failure to understand certain things, that the teacher did not understand them either. Three candidates had thus been assisted by a young girl of 17, teaching her first school on a permit and without a certificate, who had not planned to be a teacher but had been drafted by the county superintendent. The normal school class of the local high school attended the hearings in a body.

This carries also another message concerning the scarcity of teachers and a hint of preparation for the future in order that there may not be a repetition of this pathetic story of the blind leading the blind.

A worker in New Jersey, Gloucester County, writes:

> The men are anxious for the privileges of citizenship; they have already assumed many of the responsibilities belonging to it.

A letter to the chief naturalization examiner at San Francisco written by Miss May F. Boudinot, instructing a class at Arcata, Calif., includes the following paragraph:

> We have had encouragement in our first week of night school and expect a larger attendance soon. The men who can read are eager for the books in their own hands. Please send us a dozen more copies of the Student's Textbook.

A young soldier living in Assumption, Ill., was naturalized on his honorable discharge from the Army and heard of a citizenship class being conducted in Taylorville. He requested permission for his father to attend, saying that he had tried several times to secure citizenship but had been denied because of his lack of knowledge of English and other subjects. He was assured that his father would be gladly welcomed to the class, as would any other men in similar circumstances who desired assistance in preparing for citizenship, regardless of where they lived. The young man immediately promised to bring his father to the class each meeting night.

The following is a copy of a letter received from Mr. Thomas Jalmenro, of Brooklyn, N. Y.:

> I am now attending evening school No. 45, Brooklyn. It is my intention to continue at school until I can speak, read, and write in English. I appreciate what this country is doing for me and I must improve myself so that my adopted country may benefit.

A man whose petition for citizenship had been continued five times because of insufficient knowledge of our Government, when asked if he meant to attend school regularly, eagerly promised to do so,



and regretted that the Government did not have a school long ago, so that he would not have had to go to the naturalization court five times unsuccessfully.

The following letter was received by a naturalization examiner from a prominent Los Angeles attorney, who recently received citizenship through naturalization:

After having taken the course in the naturalization school under the direction of Prof. Kelso, I desire to say that every prospective citizen should be compelled to get a school certificate. In founding these classes in 1914, as you did, you undoubtedly rendered a service to the country which is of very far-reaching effect.

In Concordia, Kans., actions speak louder than words, and Mr. Ira Mahaffey, who is clerk of the district court and also director of night school for aliens, and therefore enjoys a double contact with prospective citizens, reports as follows:

We have quite a number that are doing studying at home this winter, and there are two or three that are coming to my office and reciting to me, but not at a regular set time; they come when it is convenient for them, and I make it suit my plans * * * I have one young man just 21 years old who could not read or write three months ago and now he writes real well and can read some in the daily papers, and he is one of those that is a home student and comes to my office and recites to me whenever he can find time.

This same interest by clerks of courts has been manifested in various parts of the country, as at Pierce, Nebr., where Mr. O. B. Miller, clerk of the court, volunteered to organize and conduct a class, having been a teacher for a number of years. With his close relationship to the naturalization work, his influence is expected to reach a large number of aliens.

Mr. E. N. Giffin, principal of Java School, Walworth County, S. Dak., sends the following instances of genuine appreciation of the work that he is doing for the foreign born:

One of my pupils who is a man over 50 years of age said to me the other evening: "My, isn't it too bad they did not start this night school years ago; look at all I have missed." Another, a well-to-do farmer, said: "I have been in this country 31 years without being able to read or write the American language. Now I can read the letters from my brother's folks in Colorado, as well as my business letters. No, I would not have missed the evening school for anything." A merchant's wife who could not read or write now writes a neat plain hand and reads well enough to put up orders in the store from order slips. She is proud, but not more than I.

An instance of individual interest by school officials is illustrated by the action of the superintendent of schools at Tonasket, Wash., Mr. L. D. Burrus, who writes interestingly of his experience in giving individual instruction:

Mr. Schendell, of Tonasket, has been doing citizenship work under me for about six weeks. We are spending three hours a week in regular class work. I find him very earnest in his desire for knowledge along this line. I am wondering just when I am supposed to have him ready for examination. I enjoy this work very much and have several more that will begin soon.

In Lynn, Mass., where Mrs. Isabelle D. MacLean is city supervisor of Americanization, there is a large foreign population, and an extract from a letter received last November indicates the status of classroom work in the early part of the year:

In the evening high school we have eight classes of men and women studying for citizenship papers. All are adults—some are over 50 years of age—and all are especially pleased because "the kids" as they call the illiterate minors, have been placed in separate classes. At present the enrollment in these adult classes in evening school is 210. A number of the racial group leaders have come to these classes, and one of

them, an Italian, brought 20 of his race with him. The classes are carefully graded, and competent teachers, specially trained, are in charge.

At the General Electric Co.'s we have organized 13 classes that meet at the close of work two afternoons a week, in the various departments. The company pays the teachers, who are chosen from the best in our public-school system, and are carefully trained under my supervision. Other classes are being formed in this plant.

Mothers' classes meet in the kitchens of their homes and at the two community schools, where English, cooking, and sewing are taught. The civics committee of the women's clubs has been instrumental in having moving-picture machines placed in three of our large, modern schools.

Mrs. MacLean speaks of citizenship meetings at the Polish and Lithuanian naturalization clubs which were largely attended and for which the club presidents requested her to arrange speakers from the Naturalization Service at Boston. At her suggestion the division wrote personal letters to the various naturalization clubs, advising them of the assistance available to them through her office and through the public-school classes. In January Mrs. MacLean reported 31 classes of adults and 7 classes of illiterate minors. Examinations for naturalization were conducted by this service early in March, and the following extract is from a detailed report by Mrs. MacLean, to the chief naturalization examiner at Boston, of the results and indicating the value of the close cooperation in the attainment of real service to the foreign born:

Deductions: (*a*) I believe that examinations conducted as these have been, in accordance with the wishes of the Bureau of Naturalization officials and under the supervision of the representatives of the Government and of the school department, are bound to result in a raising of the standard of citizenship and the consequent abolition of many of the abuses and attempts at evasion of the naturalization laws.

(*b*) A combination written and oral examination, as given by your examiners, is practicable and even desirable, since it establishes a high standard and at the same time allows for the limitations of applicants who are handicapped by lack of facility in the use of written English.

(*c*) It seems to me that a much greater degree of efficiency would result if you would arrange to have the preliminary examination, now given at the Lynn post office, given at the same time that the examination in civics is held, right at the place of holding the class sessions. Thus your examiners would be saved one trip and your office saved expense. I hope that you will take up this matter with me in the near future, for I am desirous of carrying out your wishes to the letter.

(*d*) I have made it a point to ascertain the opinions of the men in regard to the method of examination and the consensus of their opinion is that the present plan is very satisfactory. Some of them did suggest combining the preliminary and civics examination, as mentioned in the foregoing paragraph. A few Italians and Greeks said that the written examination was "very hard." Other comments were: "A very fair examination"; "The best way to do it"; "A square deal"; "I'm glad to find out that I can pass a written examination. I left school 20 years ago"; etc.

(*e*) The men are especially appreciative of the service that we are receiving from your office in the rulings on cases requiring the personal attention of the chief examiner. When our office takes up such cases with you it saves the applicant time and money sometimes expended in unnecessary trips to the court at Boston.

The executive committee of the Lynn Americanization committee wishes me to inform you that plans are already under way to make the reception and presentation of certificates from the Government on the evening of May 19 one of the most impressive and dignified that our city has ever known. We hope that you will let nothing interfere with your being present as the guest of honor on that occasion so that the "New Americans" may receive their certificates from the official representative of the Government. We want you to give an address on some phase of citizenship. City officials and members of the various civic organizations will attend. Should anything arise to prevent your attending this event, please let me know at once so that we may arrange for another date convenient to you.

It will be necessary for me to have the certificates here in time to allow for the lettering of the names of the applicants, etc.

I wish to express to you my sincere appreciation of the many courtesies that I have received from your department and the efficient manner in which the examinations at Lynn were conducted by your representatives.

In another letter Mrs. MacLean indicates the cooperation which exists among interested agencies in Lynn:

Probably Mr. Crist has informed you that we are supervising a number of classes preparing for citizenship. The General Electric Co. is setting a splendid example for industrial concerns in its cooperation with the public-school department. We have 16 classes of men and women meeting twice weekly at the close of work. Four of these are "second paper" men preparing for the examination in civics. The company has transported all those of its employees wishing to file papers to and from the court at Salem, and we are planning to take another group next Saturday. In all our work we have received valuable assistance from Mr. Crist and from Chief Examiner James Farrell and M. Miles Dodge, of Boston.

In thus giving attention and help to the individuals and small classes, the division is by no means disposed to neglect the large centers of industry where many foreign born are employed.

Mr. E. F. Randall, director Kenosha (Wis.) Vocational School, reports in part:

I have more in my evening Americanization classes this year, but not as many in afternoon classes, due to the factories working so much overtime. I have 210 enrolled in the evening classes and 44 in the afternoon classes. I have a fine evening class of 32 members in a Greek orthodox church. We have three afternoon classes for women. Two classes meet in the homes. The members of one of the classes have got to the point of desiring to learn American cooking, and we opened a class in cooking for them last Wednesday in a near-by school building.

In this connection a letter from Mr. G. C. Minard, superintendent of schools of Arlington, Mass., is also interesting:

We have a small town with comparatively few foreigners in it. At the present we have one evening class for men and women connected with the evening school; also one class for men in a private house rented for the purpose. We have also five afternoon classes for women. These classes also meet in private homes, so distributed as to make for the greatest convenience of the patrons. The day school groups are very small, four or five being in attendance usually. The evening classes average 12. You see the work is largely individual, and is confined principally to the teaching of the English language. We do, of course, make an endeavor to get over some messages on good citizenship by little talks at intervals in the native language of the students. Although our work is on a small scale, as you see, it is proceeding with considerable enthusiasm on the part of all concerned.

Splendid work is being conducted in Grand Rapids, Mich., under the direction of Mr. Frank L. Dykema, executive secretary of the Americanization Society, in connection with a comprehensive plan for a higher standard of citizenship. This plan is being developed in close cooperation with the public schools, and includes organized efforts to encourage the exercises of the franchise by those already entitled to vote and instructing the school children in a concrete and impressive appreciation of the civic duties of citizens.

At Detroit, Mich., there was a continued interest in the Americanization problem on the part of many and various organizations, including racial groups, all of which were organized under the leadership of the Detroit Board of Commerce on a working basis under the name of "Detroit Americanization Conference," which adopted its constitution and by-laws on June 30, 1919. In this a field assistant gave generously of time and endeavor in the work of coordination. When the organization was accomplished, the secretary of the Americanization committee of the board of commerce, Miss Mary O'Donnell, wrote to the chief naturalization examiner at Chicago, as follows:

Permit me to take this opportunity to express the thanks of the Americanization committee of the Detroit Board of Commerce to the Naturalization Service of the United States Department of Labor for the splendid work accomplished in Detroit through its special representative, Mr. William J. Vavra. Attached to the constitution

and by-laws you will find a copy of the resolution presented at the last meeting and unanimously accepted by all present, extending the thanks of the entire conference to your service. A copy of this resolution has already been sent to the Naturalization Service at Washington.

The Detroit Americanization Conference has done much practical work since its organization. A beautifully illustrated manual was prepared to supplement the Student's Textbook furnished by this division for use in citizenship classes. A former examiner of this service, Mr. C. T. Thompson, has been employed as naturalization expert, assisting various companies employing the foreign-born. Classes have been graduated from the Cass Technical High School and the Eastern High School with presentation of the certificates of graduation and certificates of proficiency. Mr. Frederick S. De Galen is the supervisor of Americanization classes and works in close cooperation with the Detroit Americanization Conference. At the instance of the division he is planning to make use of the Boy Scouts for the delivery of invitations, with the reopening of the citizenship classes in the fall. One school is continued during the summer months, in a down-town section of the city. The Detroit Normal School is offering special courses to fit teachers for this work, courses including racial study, a history of Americanization, a study of the psychology of the adult illiterate, and a thorough course in methods of teaching English to adults. The plan of the superintendent of schools, Mr. Frank Cody, includes special classes for women which are supervised from the normal school.

Citizenship classes are very well organized and much good work is being accomplished at Bethlehem, Pa., where Mr. J. R. Mulligan, director of Americanization and education for the Bethlehem Steel Co., and Mr. J. Mark Frey, director of Americanization for Lehigh University and the public schools of Bethlehem, are in close cooperation.

Under the leadership of Dr. Louis Nusbaum, associate superintendent of public schools at Philadelphia, the evening classes are offering valuable assistance and citizenship instruction to the foreign-born of that city. The chief naturalization examiner reports an interesting visit to the classes in February, when, he says, "the students appeared unusually enthusiastic over their work and responded heartily when the writer invited questions from them as to citizenship privileges and responsibilities, American history, and civics. The teachers and students were particularly pleased at the prospect of receiving the graduation diploma." Philadelphia is one of the cities recognizing the desirability of continuing the citizenship classes throughout the summer, as it has done the past two years.

In Kansas City, Kans., Mr. I. B. Morgan, director continuation schools, has charge of the citizenship training of the community and is handling it admirably, adapting methods to meet conditions, and getting good results. This year has seen the inauguration of special work with women; in January Mr. Morgan reported 12 women doing special work in the homes of the non-English-speaking mothers.

As early in the year as November, Asst. Supt. John N. Greer, of Minneapolis Public Schools, reported as follows:

The evening school classes conducted within the schools have a total enrollment at this date of 4,903. The men's classes and eight industrial plants enrolled 225. In labor organizations we have an enrollment of 767; in foreign social centers 124. In the women's work we have made 371 visits in the homes. All these classes are increas-

ing daily, and we are planning our next term's work, which will begin December 29, so that all we have at present will be taken care of next term.

The Student's Textbook urges the formation of class organizations for the further advancement of the student body. A splendid development of this has found expression in the organization of the Washington Club, under the direction of Mr. Charles F. Adams, instructor in citizenship in San Francisco, Calif. The club is composed of members of the classes in citizenship of the Evening High School of Commerce, and its purpose is to afford the members an opportunity to promote the work of citizenship in a practical manner. Friday evening of each week is club night.

At the beginning of the last school year, Mr. E. C. Vermillion, now State director of Americanization for Ohio, was made director of Americanization in the Akron (Ohio) public schools. In October he wrote the division that the enrollment in the industrial and night schools was approximately 1,600 men and that he was particularly interested to have a definite plan for conducting examinations of those taking special courses for citizenship. This was effected through the local State office of this service. A letter from Mr. Vermillion written in March, making plans for the annual recognition day for the English classes and new citizens, mentions an enrollment of 3,000 men and women in the classes, besides 350 new citizens who had received naturalization papers during the year.

SPECIAL OCCASIONS.

The response of the foreign-born people to special efforts in their behalf is well shown by an incident reported by Prof. John R. Bell, of the Colorado State Teachers' College. He writes:

I had a very remarkable experience at Windsor last Saturday, when I went up to give my sixth lesson. We had obtained through the aid of the local committee the free use of the motion-picture theater and the men had been told to bring their wives and children to hear an illustrated lecture on our capital city. One hundred and fifty men, women, and children were present and their response to the presentation of American ideals could leave not the shadow of a doubt that there was growing up in the hearts of these men an increasing love for America and the ideals for which she stands.

Those of foreign birth who have become citizens seem very desirous of making those who have not yet declared their intention acquainted with the advantages to be derived from attendance upon public-school classes and with the assistance available through representatives of this service. An example of this tendency, ably guided to produce the best results by Mrs. Isabelle D. MacLean, supervisor of Americanization, is reported from Lynn, Mass., as follows:

We have had two largely attended citizenship meetings at the Polish and Lithuanian Naturalization Clubs. In both cases, by special request, Mr. M. Miles Dodge, of the Boston Naturalization Service, addressed the meetings. Similar meetings will be held by the Greeks and Italians.

The Americanization committee of Rochester, N. Y., in its desire to keep in touch with the newly made citizens, planned a splendid Washington's Birthday celebration. Citizens admitted during the past year and their families were guests of honor, and seats were reserved for them at the front. New citizens were seated on the platform and received their final citizenship papers as part of the program. The Rochester Historical Society had a part in the program, which

was a happy combination of music, ceremony, a
latter being given by Justice B. M. Stephens, o
Mr. John Spargo, and Dr. Steiner.

A most interesting occasion was greatly enj
D. C., when a musical evening was planned by
for their friends. Specimens of handiwork
members of the classes, and in response a wonde
of embroidery, lace, and drawn work, which p
as a point of contact. Introductions were unnec
continues:

> To the fortunate few who were enabled, on that rainy eve
> Armenian and American, Greek and Roumanian, French a
> ing from display to display, comparing stitches and generou
> work, finding somehow, in what might have been Babel,
> munication possible, it seemed that * * * one of the m
> ing people together on a common footing has hitherto been

One splendid feature which is developing as
zenship training is the recognition of the attainr
the part of young Americans. Citizenship is co
lightly, with too little respect to its meaning, t
of fact without regard for the responsibility whi
the privileges which it conveys. The dignified c
accompanied the admission to citizenship of for
brought to the attention of the public the desira
welcome also to the native-born who acquire civ
of age. Communities are adopting the plan, or
it, of having an annual citizenship day when eve
acquired the right to vote within the past 12 m
dignified manner the responsibilities and duties
same time being welcomed by the citizen body,
the new citizens in pledging loyalty and allegi
Some such method of fostering the love of c
public schools, and of impressing upon the mi
the importance of assuming their part in the co
ment should go far toward improving the citiz
through its individual members. It is to be
will find favor with many, and that the suggesti
an ever-increasing number of communities.

GENERAL HINDRANCES.

As with all forward movements, there are obs
carrying on this work, and hindrances to its ev
statement of some of these may strengthen th
year.

In a limited number of localities there is well-
the part of a few foreign-born leaders. This is
will gradually disappear, and indeed the enlight
leaders is being accomplished. Their attitude a
the result of ignorance, which may be dispelled
cution of this educational work.

Some slight opposition, but to no great exten
the part of church officials, due more to misunde
objection to the parishioners receiving instructi

Shortage of teachers has handicapped some superintendents in their desire to give instruction in English and citizenship to foreign-born adults. This shortage has been keenly felt in the administration of day schools and naturally would make more difficult in certain communities the special instruction for foreign-born adults, which is not yet everywhere considered a part of the regular school program.

The problem of securing specially trained teachers continues to persist unsolved. Teaching the use of the English language to adults is entirely a different matter from teaching elementary subjects to children in day schools, and calls for different methods and a different background of knowledge and experience. A person would choose quite a different course of training if he were fitting to prepare foreign-born adults to assume the duties and responsibilities of citizenship than if he planned to teach children in the graded schools. The situation is being met by the introduction of special courses in normal schools and teacher-training colleges and universities, and by teachers' institutes and special work of university extension divisions. The general and special work thus offered is resulting in giving all teachers a clearer conception of the work of citizenship classes, and those especially interested in the subject an opportunity to fit themselves for this particular branch of public-school education.

Lack of funds is still an obstacle in some communities, but public sentiment favoring the responsibility of public-school officials for citizenship training is rapidly increasing and another year should witness less difficulty from this cause.

The activities of the division were greatly reduced as a consequence of the curtailment of the increase in the appropriation by $25,000 over the $50,000 lump appropriation for personal services in the District of Columbia which had been allowed for the year ended June 30, 1920.

Notwithstanding the persistent curtailment of new legitimate activities to carry out its specifically required responsibilities, the public demands coming to the division are such that it has never been able to meet them. It is, as a consequence, not aiding the lawfully constituted State authorities in promoting the organization of public schools to prepare candidates for admission to citizenship to the extent it should to accomplish what Congress evidently intended should be accomplished. It is earnestly recommended that adequate estimates be submitted for specific positions to carry on this work.

Respectfully submitted.

RAYMOND F. CRIST,
Director of Citizenship.

GENERAL REMARKS.

In view of the facts presented in the foregoing report, the opinion of the bureau as to the inadequacy of available means, expressed in the last annual report, is abundantly confirmed. It is on this account that the personnel of the clerks' offices has been unable to provide for the pressing demands by candidates for citizenship, to the financial loss in fees of the Government and to the production of a situation in our four largest cities which nearly approaches a public scandal, and to the heavy cost, delay, and disillusionment, if not disgust, of large bodies of our alien population. For the same reason the efficiency of the service, both in Washington and in the outside field, has been seriously impaired, resulting in a "turnover" in the employees unexampled in any preceding year and large enough to have wrecked any private enterprise subjected to a like strain.

This poverty of resources, too, has occurred during a year when the demands upon the service have far surpassed those of any preceding year, for in addition to more than 50,000 military naturalizations, which pay nothing in the way of financial compensation for the clerical and administrative work involved and the material used, there was, even of those who could be accommodated through methods involving a sacrifice of due vigilance and care, an increase of 50 per cent in naturalizations.

This Government can not afford at any time, least of all at this time, upon a plea of economy, when an unexpended surplus is shown, to disappoint those who seek American citizenship in good faith, and thus furnish material ripe to the misuse and perversion to revolutionary ideals which have of late been so assiduously, both covertly and in the open, propagated in the United States. In determining the amount of an appropriation one should not lose sight of the fact, for the bureau believes it to be a fact, that insufficient pay tends directly to lower efficiency of the individual unit and resultant increase in numbers, a condition which, whether justified by the actual facts or not, has been the occasion recently of such clamorous outcry against the executive departments. The bureau does not imply, for it is not true, that its higher grade clerks and officers "lie down on their jobs" if underpaid. It has constant evidence to the contrary. They resign. Their skill and efficiency, acquired by years of hard, intelligent service, are thus lost. When such a "gap in the ranks" occurs, it can not be filled except rarely, and the inevitable result is either several employees to do the same service, not so well and at much greater cost, or the permanent loss of efficiency.

The bureau again urges adequate, not extravagant, appropriations to dispose of its duties and with confidence assigns the foregoing report as justification for such increases as the department may approve.

Respectfully,

RICHD. K. CAMPBELL,
Commissioner of Naturalization.

Hon. W. B. WILSON,
Secretary of Labor.

REPORT

OF THE

DIRECTOR OF THE WOMEN'S BUREAU

15283—LAB 1920——56

SECOND ANNUAL REPORT

OF THE

DIRECTOR OF THE WOMEN'S BUREAU

FOR THE FISCAL YEAR ENDED JUNE 30, 1920.

U. S. DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, August 14, 1920.

SIR: The second annual report of the Women's Bureau for the fiscal year ended June 30, 1920, is submitted herewith:

The Women's Bureau was established as the "Woman in Industry Service" in July, 1918, during the war emergency to serve as a policy forming and advisory body whose special duty, in the words of the Secretary of Labor, was to "develop in the industries of the country policies and methods which will result in the most effective use of women's services in production for the war, while at the same time preventing their employment under injurious conditions. Its large and very necessary aim will be to focus attention on the national importance of the conditions of women's work as influencing industrial standards and as affecting the welfare of the entire Nation." As the coming of peace showed no decrease in the need for a clear policy and definite information about the conditions under which women should be employed in the industries of the country, the "Woman in Industry Service" was continued for the fiscal year 1920 through the appropriation by Congress of $40,000 "to enable the Secretary of Labor to continue the investigations touching women in industry." This means of continuation, however, did not provide a permanent future for the service, as the granting of the appropriation was dependent entirely upon Congress, the work of the service being classed as a special activity, and the service itself not having been made statutory and therefore permanent.

On June 5, 1920, however, after hearings had been held by a joint committee of the Senate and House, at which many people testified to the need and the demand for a permanent bureau in the Department of Labor to deal with questions relative to the employment of women, a bill was passed by Congress establishing a Women's Bureau in the Department of Labor "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment. The said bureau shall have authority to investigate and report to said Department of Labor upon all matters pertaining to the welfare of women in industry."

The purpose of the Women's Bureau now is the same as that for which it was originally organized, and as it was stated in the first annual report of the Director of the Woman in Industry Service:

1. To consider all general policies with respect to women in industry and to advise the Secretary of Labor as to the policies which should be pursued.
2. To keep informed of the work of the several divisions of the department in so far as they relate to women in industry and to advise with the divisions on all such work.

3. To secure information on all matters relating to women in industry and to collate such information into useful form.
4. To establish useful connections with all governmental departments and divisions on this subject and with voluntary agencies and societies.

With these purposes in view the work of the Women's Bureau during the past year has been threefold—first, to secure information which was not already available but which was needed to throw light on special problems which seemed urgently in need of consideration; second, to search out and arrange such other material as was already available but which was not in such form as to make its significance readily appreciated or to permit of its full use; and, third, with the results of the information thus gained to cooperate with other agencies in the recommendation and establishment of certain standards which had been shown to be necessary for the protection of women in industry and for their advancement. The Bureau of Labor Statistics has cooperated with the Women's Bureau in outlining and preparing the statistical material included in its reports.

WOMEN IN THE GOVERNMENT SERVICE.

The Federal Government itself is the greatest employer of women in the country, and the standards which are established for Federal employees can not fail to affect conditions for women employed throughout the country. Regulated by the strict code of the civil-service law, employment policies for this large group of men and women must necessarily be rather slow in changing and making the adjustments which in the business world are often brought about so rapidly.

The records of the Civil Service Commission do not show what proportion of the multitude of Federal employees is women, but a conservative estimate made by the commission placed the number in the District of Columbia at about 50,000 early in 1920. For the benefit of these women, as well as for all others who might plan to enter the Government service, it seemed important that information should be made available showing the positions and salaries which were open to women and their chances of advancement as Federal employees.

In September, 1919, the Women's Bureau accordingly made a study of the civil-service examinations which were open to women during three months of 1919 and of the salaries at which men and women were appointed during a similar period. This study, the findings of which have been published in a report entitled "Women in the Government Service," showed 60 per cent of the examinations were closed to women, and that the prevailing entrance salary paid to women was very much lower than for men in the same grade. It was also found that a very much smaller proportion of women than of men received appointments for the higher salaried positions, although the proportion of women passing the examinations (when they were permitted to take them) for the higher salaried positions was frequently as large and sometimes larger than the proportion of men. The fact that women, for no apparent reason, were barred from such a large number of examinations was brought to the attention of the Civil Service Commission before the entire report was completed, with the result that in

two weeks' time that commission issued a ruling that henceforth all examinations should be open to men and women alike, leaving it to the discretion of the appointing officer to specify the sex desired.

The matter of salary discrimination could not be so readily settled, but the opening of all examinations to both men and women, if combined with the recommendations of the Joint Congressional Commission on Reclassification of Salaries regarding equal rates of pay for men and women, will eliminate the present massing of women in the low-salaried positions in the Government service.

The work of the reclassification commission has had a very important bearing on the great multitude of women workers in Federal employ, and the Women's Bureau, at the request of the commission, detailed a member of its staff to work on the committee on employment policies of this commission. The bureau's report of women in the Government service, just described, was used by this committee to illustrate certain conditions and was included in the committee's final report to the commission.

In addition to the consideration of these more general policies regarding the employment of women in the Federal service the Women's Bureau, at the request of the War and Navy Departments, has made studies in certain arsenals and navy yards, giving advice on such matters as seating and other working conditions, representation of women on shop committees, and rates of pay for women where such matters were under dispute.

The women who are employed by the Federal Government as charwomen in the Government buildings in Washington requested the Women's Bureau to study the conditions under which they were working, and a short survey was made of the women they employed in several different departments in Washington. Lack of organization of the work and insufficient working equipment was found to exist in certain departments, although in other departments the work was well arranged and definitely assigned and the equipment ample. The existing conditions and recommendations for certain rearrangements of hours and other improvements were embodied in a short report which was submitted to the chief clerk of each department as well as to the group of women who had asked for the investigation.

WOMAN'S PART IN AMERICAN INDUSTRIES DURING THE WORLD WAR.

The lack of exact information as to the numbers of women employees and their distribution in the various occupations of the Federal Government is duplicated for the women employed during the war in almost every industry in the country. Everyone acquainted with the industrial situation during the war knows what a tremendous change came in the occupations of the women of the country at that time. The great question which everyone has wanted answered has been whether this change was a lasting one or whether it was to be evanescent and would result in the resumption of a prewar status for women as soon as the crisis was over. In the last annual report of the Women's Bureau it was stated that the need for statistics on this subject being a vital one, and the appropriation



of the Women's Bureau insufficient to undertake a comprehensive inquiry, the war work council of the Young Women's Christian Association had undertaken such an inquiry into the status of women employed in the war industries six months after the signing of the armistice and the probability of continued opportunities for them in a wider range of occupations following the war. The Director of the Women's Bureau was to serve in an advisory capacity in connection with this work. The study has been completed and is now being printed as one of the publications of the Women's Bureau.

This survey of woman's part in American industries during the World War was a very extensive one and was based on data covering for the prewar period nearly 9,000 firms employing over 3,000,000 workers, for the war period nearly 15,000 firms employing approximately 2,500,000 workers, and for the post-war period over 1,300 firms employing nearly 700,000 workers.

The facts drawn from this large field show a very significant movement of large numbers of women into fields of occupation where heretofore the number of women employed has been almost insignificant. The main findings of this report are brought out in the summary which states:

First. The popular belief that women in industry rendered real service to the Nation during the war is sustained by the figures showing the numbers of women employed both in the war agent and implement industries and in war food and fabric industries; by the preponderance of evidence from employers holding important Government contracts; and by the official statement of the Assistant Secretary of War, acting as Director of Munitions.

Second. The labor shortage and excessive demands on industries essential to the production of implements and agents of warfare resulted during the war in—

(*a*) A sharp increase in the number of women workers in these industries during the war.

(*b*) A marked decrease in the number of women in the traditional woman-employing industries resulting in the relief of the long-standing congestion of woman labor in these pursuits and in part contributing to a marked increase in the wage scales of the women remaining in these industries.

(*c*) The employment of woman labor in other skilled crafts from which women had been practically debarred before the war.

Third. When the managers of private, Government, and Government-controlled plants were confronted with the necessity of employing women in skill-exacting positions there were practically no trained women available, because—

(*a*) Public and private vocational institutions had given little encouragement to the training of women in mechanical occupations.

(*b*) Organized labor policies in fact, although not always in official regulations, discouraged apprentice work for women in skilled occupations.

Fourth. The training of women employed in skilled occupations during the war was provided principally by the employing firms.

Fifth. The success attending the emergency employment of women in occupations requiring a high degree of skill, together with the continuous curtailment of the supply of immigrant labor and the expansion of commercial trade, has resulted in the retention of women in most of these crafts and industries since the close of the war, and bids fair to encourage a larger use of woman labor in the future.

INDUSTRIAL TRAINING FOR WOMEN AND GIRLS.

The enlarged industrial opportunity for women which was indicated by the report on "Woman's part in American industries during the World War," together with the scarcity of trained women which was found to have existed at the time when this opportunity was first available, indicated the need for a careful survey of the industrial

training courses which were open to women and girls. Such a survey was made by the Women's Bureau in the early part of 1920. It included a study of the classes open to women in over 100 schools in 20 States, and also an analysis of the chief industries in those States for which industrial training would most successfully fit women. Although public vocational training facilities for occupations in those industries were found to exist in most of the States and cities, very few of the facilities were used by women either because they were not admitted or because they were not encouraged to attend these classes. The greater number of industrial training courses in which women were enrolled were courses in dressmaking and sewing, although these trades were not necessarily the ones which employed the greatest number of women in the communities supplying the training.

From the facts given in this report it seems essential that a definite program should be immediately undertaken to open all vocational classes to girls as well as boys, and to encourage the girls to take those courses which will fit them for work in the various industries of their communities.

EFFECT OF LAWS REGULATING THEIR HOURS OF WORK ON THE EMPLOYMENT OF WOMEN.

The employment of women in many new occupations and efforts to protect them from the ill effects of long hours have resulted in a certain amount of conflict between those who would have no special laws for women and those who feel that a certain amount of protection is absolutely essential if women are not to suffer from industrial exploitation with accompanying injury to themselves and future generations. This conflict has resulted in some instances in assertions from the former group that special legislation was resulting in the shutting out of women from many occupations where they had a right to work and where they could be employed at great advantage both to themselves and to the industry. The attitude of this group was reinforced by the action of street railway companies in New York City and Brooklyn who dismissed all of their woman employees because they said they could not employ them and conform to a law which had recently been enacted limiting their hours to 9 consecutive hours a day and 54 a week, and prohibiting their employment after 10 p. m. or before 6 a. m.

At the time of this occurrence, May, 1919, the Women's Bureau offered its assistance to the industrial commission of New York State, and while that commission, through its bureau of women in industry, was making an investigation of the facts in New York and Brooklyn, the Women's Bureau undertook to study the methods of employing women in transportation in Boston, Chicago, Kansas City, and Detroit to discover local adjustments which were being made in order to reconcile the conditions of employment for women with the requirements of the law or local custom. This study covered a long period, from June, 1919, to January, 1920, as during the summer of 1919 laws were passed changing the hours which were permissible for women employed in transportation in both Boston and Detroit, and it was necessary to extend the period of the



investigation to cover some months after these laws went into effect in order to arrive at a just conclusion as to their results. It was found that women ticket agents were being employed in Chicago and Boston under conditions far in advance of the local legal requirements and of the requirements in New York, which, according to the statements of the employers, it had been impossible to meet. The eight-hour day was in force in both of these cities, and in Chicago night work was eliminated for women ticket agents by voluntary action of the company, as the law did not prohibit it. A law limiting the hours of women conductors in Detroit to 10 a day and 54 a week had resulted in shorter hours for the women but not in their dismissal. The Kansas City women street-car conductors were working less than the 9 hours permitted by law and their runs were arranged so that they did not work at night. From the facts secured in this investigation the conditions found in these four cities indicate that legislation carefully drawn, with the different duties of the conductor and ticket agent taken into account and special consideration given to local requirements, will not militate against the successful employment of women in transportation.

The work of women in transportation was of such a very specialized nature that conditions under which it could be done could hardly be considered to have a particularly significant bearing on other occupations. In order to throw more light upon the subject of the effect of special legislation on women in industry it seemed important to carry on further investigations. A study was made, therefore, beginning in February, 1920, of the women employed in representative rubber, electrical, and textile plants in Massachusetts and New Jersey. Figures were secured in both States of the number and proportion of women employed in April and October, 1919. Because during the period between April and October, 1919, a law limiting the employment of women to 48 hours a week went into force in Massachusetts, while the New Jersey law still permits the employment of women for 60 hours a week, it was possible to make a very significant comparison of the demand for women workers in comparable industries in these two States.

Although additional facts will have to be gathered from a wider field before adequate material is assembled upon which to base an accurate interpretation of the effect of the law shortening the hours of work for women, the findings of this brief survey are important. A preliminary report of it is now being prepared. The facts obtained show that even with the restriction of hours the number of women employed in Massachusetts increased considerably during the six months from April to October, while in New Jersey there was a slight decrease in their number.

More significant still was the change in the proportion of women employed, as a change in actual numbers may only indicate a stimulation or curtailment of activities in the industry itself. The proportion of women employed decreased in both States, but in New Jersey it decreased 3.1 per cent, while in Massachusetts the decrease in proportion was only nine-tenths of 1 per cent. Although there had been no legal restriction of hours in New Jersey, some of the plants had reduced their hours for other reasons, and it was found that hours had been shortened for nearly half of the women included

in the survey in New Jersey. A particularly important aspect of the reduction of hours for women was emphasized by figures showing that the hours for men also were shortened in 21 out of the 24 plants which shortened hours in Massachusetts and in 6 out of the 8 plants which shortened the hours in New Jersey. A very general increase in rates took place at the same time as the reduction in hours, and although an extensive study of production under the different hours could not be made, what material on this subject was collected showed that production increased or was maintained when hours were shortened in 13 out of 16 establishments in New Jersey and in 9 out of 21 in Massachusetts.

THE RESPONSIBILITY OF WAGE-EARNING WOMEN FOR THE SUPPORT OF OTHERS.

The need for careful consideration of any law or regulation which might hamper the employment of women or result in a reduced wage for them becomes particularly important when the many families or other dependents who have looked to these women for either entire or partial support are taken into account. Wage-earning women have long suffered from a discrimination in the rate of their wages as compared with the rate paid to men in spite of the fact that many investigations are continually showing that a very large proportion of women are responsible for the support of dependents, and that this wage discrimination is a very serious handicap to the women who are the chief breadwinners in many families. No general authoritative figures have ever been collected, however, to show to what extent this condition exists. Realizing the importance of such information the Women's Bureau, in the fall of 1919, invited the State departments of labor to cooperate in making a survey of certain factories in each State to find out what percentage of the women employed in those factories were supporting dependents. This plan was greeted with commendation, but in many cases the States regretted that insufficient funds and workers prevented participation in the work. Other States sent in their reports to the Women's Bureau for compilation. The State of New Hampshire was unable to collect the desired information, but offered to cooperate with the Women's Bureau in conducting such a study in the State. Manchester was selected as the most important industrial center in the State and an investigation was started there by the Women's Bureau in April, 1920. The field work in this investigation has been completed and the report is now being prepared. The information gathered included the wage received and amount contributed to the support of others for all the employees, both men and women, in certain factories. An intensive study of a limited number of families was also made showing the yearly and weekly wage of each wage earner and the amount of his or her contribution to the family budget. This material, when combined with the nation-wide material from the cost of living schedules which have been made available by the Bureau of Labor Statistics for this study, will be of great significance in determining the justice of the woman's demand for a wage rate based on the cost of living for dependents and not merely for the individual.

GENERAL INDUSTRIAL CONDITIONS FOR WOMEN IN THE STATES.

In all investigations made in the States the Women's Bureau has worked in conjunction with and many times at the request of the State departments of labor. The work done by the Women's Bureau under these circumstances has been in no way a duplication or usurpation of the work of a State department. The primary function of a State department of labor is law enforcement, and this must be its first and most important task. Charged with the duty of administering and enforcing the labor law of the State, and frequently hampered by funds inadequate for the satisfactory accomplishment of this one function, the average State department of labor has neither the time nor the equipment for intensive investigations. The Women's Bureau can and has furnished the State departments with a consulting service based on a knowledge of conditions in more than one locality. In their investigations in the States the agents of the Women's Bureau have supplemented the law-enforcement work of the State inspectors by furnishing special reports on many plants. At the same time the State inspectors have frequently joined with the representatives of the Women's Bureau by making intensive investigations of the plants they would normally have inspected only for the infringement of the labor law.

In October, 1919, at the request of the governor of Virginia, the Women's Bureau started a survey of the hours and conditions of work for women in industry in that State. This survey covered the entire State, including 144 plants, employing 18,000 women, and a report, with specific recommendations for the improvement of hours and working conditions, was made to the governor in January, 1920. The title of this report is "Hours and Conditions of Work for Women in Industry in Virginia."

A similar but more intensive investigation is now being made in Kansas at the request of the industrial commission of that State. This investigation, the field work for which is still going on, will include wages as well as hours and working conditions for women, and the material gathered will be used by the industrial commission in making its rulings for the different industries of the State.

In Atlanta, Ga., an investigation was started in May, 1920, at the request of certain prominent citizens interested in industrial conditions for women in that city. Thirty-two establishments, employing nearly 3,000 women, were included in this survey, and information was gathered as to wages, hours, and working conditions. The report is now being prepared.

At the request of the Minimum Wage Commission of the District of Columbia, members of the staff of the Women's Bureau have been detailed to assist that body in gathering information on the cost of living and housing which could be used in determining the rates of pay which were being established for the various industries employing women in the District.

DEMAND FOR INFORMATION CONCERNING WOMEN IN INDUSTRY IN THE UNITED STATES.

An important part of the work of the Women's Bureau during the past year has been to arrange and supply information on special matters for the use of the various national and international con-

ferences which met in Washington. For the International Labor Conference special bulletins were prepared on the daily hour laws and prohibition of night work for women in Federal and State legislation and on the legal regulation of the employment of women in hazardous occupations in the United States. Summaries of State laws regulating hours of work and minimum wages for women and mothers' pensions were prepared in chart form and were made available for general use at the conferences and elsewhere. The standards for the employment of women in industry which were formulated and published by the Women's Bureau in October, 1918, have been in constant demand during the past year, 90,000 copies having been distributed, on request from individuals only, since their first circulation.

PARTICIPATION IN NATIONAL AND INTERNATIONAL INDUSTRIAL CONFERENCES.

The simultaneous meeting in Washington of two international congresses for the consideration of standards and policies to be established for industries throughout the world was an epoch-making event which aroused great enthusiasm in the heart of everyone interested in the important questions of industry. Although the Women's Bureau had no official connection with the International Labor Conference, much information was supplied in response to inquiries from participants in that conference, and representatives from each country were interviewed by members of the staff of the bureau and a very valuable mailing list was obtained of persons in foreign countries who would like to give or get information about special subjects relating to women. The First International Congress of Working Women was even more intimately in touch with the Women's Bureau. A very definite and constructive program was undertaken by this congress of women, whose delegates from 19 countries had met partly in protest against their lack of representation in the International Labor Conference established under the League of Nations, but mainly that they might inaugurate an international program and join forces for the improvement of all conditions throughout industry.

For the two industrial conferences called by the President which were held in Washington the Women's Bureau furnished material on standards recommended for the employment of women, and the director of the bureau was one of those who testified before the second conference.

RELATION TO STATE DEPARTMENTS OF LABOR.

The information which the Women's Bureau has compiled regarding standards and the status of legislation for women in the various States has been of especial value in the bureau's relation to the State departments of labor. Their relationship has been a cordial and mutually helpful one. In preparation for the annual convention of the Association of Governmental Labor Officials, held July 12, 1920, the Women's Bureau worked in cooperation with this association in outlining the program for questions touching women in

industry, and for a preliminary conference called by the women members of this association representatives of the Women's Bureau were asked to participate in outlining the program of work.

EDUCATIONAL MATERIAL.

In addition to the reports of investigations and the charts and pamphlets on labor laws for women which have been printed and furnished on request to organizations and persons desiring them, the Women's Bureau has had a limited amount of educational material to lend for use at meetings and other gatherings considering industrial standards. This material consists of a 16-panel exhibit showing good and bad standards of working conditions for women, stereopticon slides illustrating the same subject, and colored maps showing the status of the different States in their legal regulations of hours and conditions of work for women. The panel exhibit has received the widest circulation and has been used all over the country by State departments of labor, women's clubs, universities, chambers of commerce, consumers' leagues, and other such organizations. The demand for this exhibit has been so constant as to keep the few existing sets of it almost permanently on the road, while many requests for its use had to be refused. Such material, however, quickly becomes out of date, and when in the spring of 1920 a questionnaire was sent to all those who had used the exhibit and to others who might wish to use it, asking what sort of educational material would be of the greatest assistance, the reply almost universally was a request for a motion picture showing standards for the employment of women in industry. Therefore a two-reel film has been arranged for and will be ready for distribution in the fall. A collection of photographs of women working on different processes has been added to during the past year and many photographs have been furnished to magazines and newspapers wishing to illustrate different phases of women's work.

In addition to the educational material loaned on request, members of the staff of the Women's Bureau have participated in many conferences and meetings at which the standards were discussed and explained to interested groups.

In the course of several investigations made in different States there was found to be a very frequent desire for information as to special types of factory equipment and arrangement. A short study was made, therefore, of the different articles of factory equipment, such as lockers, chairs, cafeteria furnishings, and washroom facilities, and, although the material gathered will not be issued in the form of a report, it will be available for those who come to the bureau or its representatives wishing to know the best type of such equipment.

Respectfully submitted.

MARY ANDERSON,
Director Women's Bureau.

Hon. W. B. WILSON,
Secretary of Labor.

REPORT

OF THE

CHIEF OF THE DIVISION OF PUBLICATIONS AND SUPPLIES

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ANNUAL REPORT

OF THE

CHIEF, DIVISION OF PUBLICATIONS AND SUPPLIES.

DEPARTMENT OF LABOR,
DIVISION OF PUBLICATIONS AND SUPPLIES,
Washington, September 27, 1920.

SIR: The annual report of the Chief of the Division of Publications and Supplies for the fiscal year ended June 30, 1920, is presented herewith.

PRINTING AND BINDING.

The allotment to the Department of Labor for printing and binding made in the sundry civil act for 1920 amounted to $150,000. The deficiency act approved March 6, 1920, carried an additional $50,000, making a total for this fund of $200,000 for the year, which was apportioned by the Secretary as follows:

Office of the Secretary	$12,500
Bureau of Labor Statistics	101,000
Bureau of Immigration	6,000
Immigration Service	19,000
Children's Bureau	30,000
Bureau of Naturalization	3,000
Naturalization Service and examiners	25,000
Women's Bureau	3,500
Total	200,000

Requisitions were made on the Public Printer for work covering the entire appropriation, on which he submitted bills for work done up to and including June 30, 1920, of $199,999.66, leaving an unexpended balance of 34 cents. Uncompleted and unbilled work remaining at the Government Printing Office on July 1, 1920, which will become a charge against the 1921 appropriation, aggregated $52,487.80.

Requisitions for printing and binding to the number of 1,405 were written during the year as against 2,959 for the fiscal year 1919, a decrease of 1,554, or 53 per cent.

THE MONTHLY LABOR REVIEW.

The demand for the Monthly Labor Review continued to increase during the year to such an extent that in order to meet it an edition of 21,000 became necessary. The great expense of printing this number, coupled with the serious shortage of paper, forced the department to convert the Review into a subscription proposition. Arrangements with the Superintendent of Documents were perfected under which he will furnish the Review to subscribers at the nominal price of $1.50 a year or 15 cents a copy. The department will maintain a small free list which will include all labor departments and

bureaus, workmen's compensation commissions, and organizations exchanging publications with the Bureau of Labor Statistics.

There was little improvement during the year in the matter of maintaining the schedule agreed on with the Government Printing Office. This failure is due in about equal parts to failure of the printing office to deliver proofs to the bureau at the time stipulated and failure of the bureau to return corrected proofs.

CHILDREN'S BUREAU PUBLICATIONS.

The child care series of Children's Bureau publications still maintains the phenomenal popularity to which attention was called last year. That bureau also is distributing very large numbers of leaflets and small pamphlets dealing with various phases of the same subject. These smaller publications are in very great demand, several millions of them having been distributed during the year.

WOMEN'S BUREAU PUBLICATIONS.

The Women's Bureau, created by Congress during the fiscal year, is, like the Children's Bureau, a publishing bureau. Its activities as such up to the close of the fiscal year had been limited, principally because only a few of its studies were completed and ready for publication.

PRINTING AND BINDING, BY BUREAUS.

The table herewith shows the cost compared with 1919, the increase or decrease, and the estimated cost of uncompleted work on requisitions at the Government Printing Office on June 30, 1920, of the printing and binding chargeable against the printing allotment, by bureaus.

Relative cost of printing and binding for 1919 and 1920, by bureaus and offices.

Bureau or office.	Cost of work delivered.		Increase (+) or decrease (−).		Estimated cost of work not completed on June 30, 1920.
	1919	1920	Cost.	Per cent.	
Office of the Secretary	$19,488.60	$11,279.62	−$8,208.98	− 42.12	$2,337.98
Disbursing Office	693.46	256.52	− 436.94	− 63.00	25.91
Bureau of Labor Statistics	38,322.89	97,443.07	+59,120.18	+154.27	28,575.66
Bureau of Immigration	4,870.28	6,378.36	+ 1,508.08	+ 30.96	164.02
Immigration Service	19,111.46	24,393.45	+ 5,281.99	+ 27.63	5,141.92
Children's Bureau	13,456.71	27,651.49	+14,194.78	+105.48	9,868.63
Bureau of Naturalization	4,782.09	3,015.85	− 1,766.24	− 36.93	1,220.20
Naturalization Service and examiners	11,862.38	26,488.17	+14,625.79	+123.29	5,153.48
Women's Bureau	.....	3,093.13	.....	.....	.....
Total	112,587.87	199,999.66	+87,411.79	+ 77.64	52,487.80

PRINTING AND BINDING, BY CLASSES.

In the following table will be found a comparative statement of the printing and binding chargeable to the printing allotment, by classes. The comparison is with the previous fiscal year.

Relative cost of printing and binding for 1919 and 1920, by classes.

Description.	1919		1920	
	Number.	Cost.	Number.	Cost.
Reports, pamphlets, etc	1,297,415	$57,696.10	1,874,042	$137,852.13
Blank forms	9,454,661	31,784.67	9,047,712	33,406.02
Blank books	22,362	10,971.79	14,503	17,116.31
Miscellaneous books (binding)	1,178	551.05	1,496	4,743.83
Circulars, decisions, etc	2,000	36.74	.....	.....
Letterheads	3,459,500	5,479.23	2,655,000	4,619.26
Envelopes	37,800	103.08	156,000	181.83
Index cards	2,130,200	1,235.13	667,450	889.59
Guide cards	242,175	1,740.36	34,600	246.11
Vertical folders	214,800	1,792.79	237,500	700.66
Memorandum sheets	3,637,200	1,186.58	1,219,700	206.86
Miscellaneous	.....	10.35	.....	7.06
Total	.....	112,587.87	.....	199,999.66

Also there were supplied during the year for the United States Housing Corporation, United States Employment Service, Bureau of Naturalization, and the various labor conferences which were held here during the year, 70,900 publications, 2 volumes miscellaneous binding, 3,555,500 blank forms, 375,500 letterheads, 52,500 envelopes, 22,000 index cards, 3,000 guide cards, and 50,000 memorandum sheets, for which bills in the amount of $22,723.93 were received up to June 30, 1920, which sum was paid from appropriations other than the printing and binding allotment of the department.

EDITORIAL WORK.

It has been the constant effort of the division to keep the editorial work of the department at the high standard set by the former chief of the division, and it is believed that this effort has been successful and that in some respects the standard has been somewhat raised. This has been possible, however, only by the utmost vigilance and painstaking care coupled with unremittent labor. The inadequacy of the editorial force in point of numbers has been repeatedly mentioned in former reports. The former chief of the division said in his annual report of 1917:

> It is not possible to give the publications of the department the close attention they should receive with the small force available for this class of work and also endeavor to do all the things required by law and the departmental regulations governing printing and binding. In order that publications be not unduly delayed, the copy is often sent to the Public Printer without more than a cursory glance by the editorial force. This lack of supervision may some time cause embarrassment through allowing publications to pass that a closer scrutiny would revise or possibly entirely reject.

In the annual report for 1918, quoted in 1919, appeared the following paragraph:

> The volume of work now being handled is so great that it is impossible that proper care can be given any of it; lack of proper editorial work is certain, soon or late, to result in embarrassment to the department by the publication of some absurd or ridiculous statement which proper examination would have avoided.

Notwithstanding these repeated appeals, no relief has been afforded except an occasional detail from some bureau or office of a temporary nature to meet a special emergency.

Recognizing the difficulty of securing increases in the number of employees, it is not the purpose to request any additions to the number appropriated for, but to urge as forcefully as possible such a rearrangement of forces as will greatly improve the work of the department, release some employees for other duties, and make possible a considerable saving in printing bills.

There are employed in the different bureaus of the department not fewer than 12 employees engaged in editorial work and proofreading which, under the organic act and the regulations of the department, should be done in this division. The permanent detail of 8 of these 12 employees to this division, to be transferred when the next appropriation bill is passed, would afford an ample force to perform all the editorial work of the department in a manner much nearer perfection than now obtains. It would enable the division carefully to prepare all manuscript for the printer before it is put in type, thereby saving the money and the time now wasted in making extensive alterations in proofs. It would enable the division to put an experienced indexer on publications of the department requiring indexes, something desirable but not feasible under the present arrangement.

The volume of work handled in the division during the year was slightly less than in the previous year, the number of folios of copy decreasing from 30,765 to 20,036. Galley proofs increased from 4,870 to 5,071, and page proofs from 11,586 to 13,873. Proofs handled on miscellaneous jobs decreased from 948 to 253.

PUBLICATIONS.

The following statement shows the number of publications emanating from the department, including only those publications delivered during the fiscal year and not those which were ordered but not delivered in that year. It also includes congressional documents originating in the department, the printing of which was paid for from the department allotment for printing and binding in accordance with the provisions of public resolution 13, approved March 13, 1906:

Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1920.

Title and description.	Received.	Distributed.	Cost.
OFFICE OF THE SECRETARY.			
Annual report of the Secretary of Labor, 1919. 304 pp	5,000	2,778	$2,235.26
Same, press proofs; leaves	3,000	3,000	82.57
Annual reports of the department, 1919. Report of the Secretary and reports of bureaus (consolidated). 1,311 pp	350	157	882.58
Annual report of the Chief, Division of Publications and Supplies, 1919. 22 pp	200	182	109.95
Report of the Working Conditions Service, year ended June 30, 1919. 35 pp	1,500	160	174.19
Report of the Information and Education Service, year ended June 30, 1919. 47 pp	500	210	123.74
Labor Conditions in Porto Rico. 67 pp	2,509	1,582	469.17
List of publications of the Department of Labor. 27 pp	200	200	76.29
Same (revised)	1,000	970	73.92
Historical relation of wage-earning labor to the public lands of the United States. 30 pp	5,000	237	210.33
Employment and natural resources. 144 pp	3,500	2,136	957.27

Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1920—Continued.

Title and description.	Received.	Distributed.	Cost.
OFFICE OF THE SECRETARY—continued.			
Letter transmitting report of the actual expenditures during the fiscal year 1919 from the appropriations "Miscellaneous expenses, Bureau of Naturalization, 1917," "Miscellaneous expenses, Bureau of Naturalization, 1918," and "Miscellaneous expenses, Bureau of Naturalization, 1919." Printed as H. Doc. 323, 66th Cong., 2d sess.	(1)	(1)	
Letter transmitting report of the number of employees of the Department of Labor receiving increased compensation at the rate of $240 per annum, together with list of grades and position of those who received increased compensation at a rate other than $240 per annum. Printed as H. Doc. 392, 66th Cong., 2d sess.	(1)	(1)	$309.71
Letter transmitting copy of communication from the Secretary of Labor, submitting a supplemental estimate of appropriation, required to defray the expenses of the second industrial conference, called by the President to meet Dec. 1, 1919. Printed as H. Doc. 477, 66th Cong., 2d sess.	(1)	(1)	
Letter from the Assistant Secretary of Labor transmitting detailed statement of the number of documents received and the number distributed by the Department of Labor during the fiscal year 1919. Printed as H. Doc. 487, 66th Cong., 2d sess.	(1)	(1)	
Letter transmitting copy of communication from the Secretary of Labor submitting supplemental estimate of appropriation to enable the Secretary of Labor to render aid and assistance to the President in connection with his efforts to combat and cope with conditions causing the high cost of living. Printed as H. Doc. 185, 66th Cong., 1st sess.	(1)	(1)	
Letter from the Assistant Secretary of Labor transmitting list of useless papers in the Bureau of Labor Statistics, and asking for disposition thereof. Printed as H. Doc. 207, 66th Cong., 1st sess.	(1)	(1)	37.05
Letter transmitting copy of communication from the Secretary of Labor submitting a supplemental estimate of appropriation required for "Miscellaneous expenses, Bureau of Naturalization, 1920." Printed as H. Doc. 208, 66th Cong., 1st sess.	(1)	(1)	
Letter transmitting copy of communication from the Secretary of Labor submitting an estimate of appropriation required for expenses incident to the international conference of labor authorized by Senate joint resolution No. 80. Printed as H. Doc. 260, 66th Cong., 1st sess.	(1)	(1)	6.10
Letter transmitting supplemental estimate of appropriation required by the Bureau of Naturalization for miscellaneous expenses for the fiscal year 1920. Printed as H. Doc. 507, 66th Cong., 2d sess.	(1)	(1)	
Letter transmitting copy of communication from the Acting Secretary of Labor submitting estimates of appropriation required by that department for the fiscal year 1920. Printed as H. Doc. 504, 66th Cong., 2d sess.	(1)	(1)	222.22
Letter transmitting deficiency estimate of appropriation required by the Department of Labor for "war labor conciliation," fiscal year 1919. Printed as H. Doc. 576, 66th Cong., 2d sess.	(1)	(1)	
Letter transmitting copy of a communication from the Assistant Secretary of Labor, inviting attention to an estimate of appropriation in the sum of $475,000 for investigating the cost of living. Printed as S. Doc. 108, 66th Cong., 1st sess.	(1)	(1)	
Letter transmitting copy of communication from the Acting Secretary of Labor, submitting a deficiency estimate of appropriation, and a proposed clause of legislation, requiree by the Bureau of Immigration of that department. Printed as H. Doc. 240, 66th Cong., 1st sess.	(1)	(1)	15.44
Letter transmitting statement of typewriters, adding machines, and other labor-saving devices exchanged in part payment for new machines by the Department of Labor during the fiscal year ended June 30, 1919. Printed as H. Doc. 297, 66th Cong., 1st sess.	(1)	(1)	14.76
BUREAU OF LABOR STATISTICS.			
Monthly Labor Review:			
July, 1919. 302 pp.	19,000	19,000	4,215.16
Same, reprint.	1,000	820	229.15
August, 1919. 305 pp.	20,000	18,748	4,694.91
September, 1919. 379 pp.	20,000	19,203	6,113.53
October, 1919. 314 pp.	21,000	17,915	5,635.47
November, 1919. 362 pp.	21,000	19,386	5,312.88
December, 1919. 412 pp.	21,000	20,165	6,567.73
January, 1920. 303 pp.	21,000	20,027	5,081.39
February, 1920. 290 pp.	21,000	19,469	5,159.86
March, 1920. 236 pp.	21,000	20,949	5,026.37
April, 1920. 244 pp.	19,000	13,358	4,386.16
May, 1920. 231 pp.	19,000	16,616	3,937.50
June, 1920. 236 pp.	19,000	16,870	4,474.31

[1] None ordered for department.



Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1920—Continued.

Title and description.	Received.	Distributed.	Cost.
BUREAU OF LABOR STATISTICS—continued.			
Monthly Labor Review—Continued.			
May, 1918, reprint. 314 pp.	500	100	$113.01
July, 1918, reprint. 223 pp.	500	172	101.17
May, 1919, reprint. 328 pp.	500		158.88
Index to Volume VIII, Monthly Labor Review, 46 pp.	5,000	327	194.65
Index to Volume IX, Monthly Labor Review. 47 pp.	2,000	322	407.83
Extract from Monthly Labor Review for March, 1919: Comparison of experience under workmen's compensation and employers' liability systems, 19 pp.	1,000	815	41.60
Extract from Monthly Review for May, 1919: Retail prices of food in the United States. 46 pp.	1,000	830	88.11
Extracts from Monthly Review for June, 1919:			
Wages of women and minors in the mercantile industry in the District of Columbia. 15 pp.	1,500	1,200	32.10
List of papers received currently in department library. 20 pp.	500	500	15.81
Same, reprint.	2,000	1,100	40.28
Extracts from Monthly Review for July, 1919:			
Prices and cost of living. 82 pp.	6,000	5,112	192.87
What is the American standard of living? 13 pp.	1,000	795	21.12
Extracts from Monthly Review for August, 1919:			
Prices and cost of living. 33 pp.	6,000	5,200	94.71
A study of food costs in various cities. 25 pp.	1,500	1,324	25.87
The road to the eight-hour day. 25 pp.	1,500	1,320	27.30
British labor exchanges and United States employment offices and the Employment Service of Canada. 28 pp.	1,500	1,123	43.06
Labor provisions in the peace treaty. 13 pp.	1,500	1,232	26.50
Extracts from Monthly Review for September, 1919:			
Prices and cost of living. 52 pp.	6,000	6,000	143.59
Same, reprint.	500	100	39.09
Industrial hazards. 8 pp.	1,000	613	5.42
A study of rents in various cities. 22 pp.	1,500	1,245	22.63
Labor turnover in Chicago. 15 pp.	1,000	652	12.00
Reabsorption of labor, and unemployment in the United Kingdom. 26 pp.	1,000	724	25.63
The foreman's bonus for accident reduction. 8 pp.	1,000	742	13.59
Extracts from Monthly Review for October, 1919:			
Relations between employer and employee. 10 pp.	1,000	675	13.54
Prices and cost of living. 50 pp.	6,000	5,124	142.12
Extracts from Monthly Review for November, 1919:			
Disability among wage earners. 20 pp.	500	432	14.28
Employment policy and labor stability in a Pacific coast department store. 40 pp.	500	392	22.98
Prices and cost of living. 31 pp.	6,000	5,124	85.67
Extracts from Monthly Review for December, 1919:			
Employment policies and labor mobility in a California sugar refinery. 23 pp.	500	412	17.45
Hygienic control of the anilin dye industry in Europe. 21 pp.	1,000	874	20.18
New trade agreements in the cloak, suit, and waist industry, New York City. 18 pp.	500	402	15.23
Prices and cost of living. 37 pp.	5,000	4,124	112.56
Extracts from Monthly Review for January, 1920:			
Comparison of compensation laws in the United States, including 1919 legislation. 22 pp.	500	423	18.15
Prices and cost of living. 46 pp.	6,000	5,400	132.56
Extract from Monthly Review for February, 1920: Prices and cost of living. 44 pp.	6,000	5,567	157.01
Extracts from Monthly Review for March, 1920:			
Duration of wage earners' disabilities. 12 pp.	500	412	11.10
Prices and cost of living. 51 pp.	6,000	5,343	175.53
Extract from Monthly Review for April, 1920: Prices and cost of living. 20 pp.	6,000	5,400	65.04
Extract from Monthly Review for May, 1920: Prices and cost of living. 20 pp.	7,000	5,234	84.85
Extract from Monthly Review for June, 1920: Prices and cost of living. 24 pp.	7,000	5,300	98.89
Extracts from Bulletin 273:			
Employees engaged in interstate and foreign commerce. 6 pp.	200	150	31.77
Minimum requirements in compensation legislation. 14 pp.	200	162	27.33
Tests of efficiency in workmen's compensation administration. 13 pp.	200	200	27.39
How can medical service be improved? 6 pp.	200	200	7.39
Defects in workmen's compensation laws. 11 pp.	200	150	23.80
The attitude of the railroad transportation organizations on Federal compensation. 6 pp.	200	200	13.44
How can medical service for beneficiaries of compensation acts be improved? 6 pp.	200	160	13.71
Some features of workmen's compensation law and its administration. 9 pp.	200	200	20.08
Disabilities as aggravated by preexisting conditions. 8 pp.	200	200	17.64
The larger idea in workmen's compensation. 6 pp.	200	200	13.67

Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1920—Continued.

Title and description.	Received.	Distributed.	Cost.
BUREAU OF LABOR STATISTICS—continued.			
Extracts from Bulletin 273—Continued.			
Is a uniform compensation act possible or desirable? 6 pp.	200	200	$13.71
Compensation law administration. 7 pp.	200	200	15.80
Eye injuries. 6 pp.	200	200	14.10
Some comparisons of workmen's compensation legislation. 8 pp.	200	200	17.14
Bulletins:			
209. Hygiene of the printing trades. 118 pp. Reprint.	500	64	79.10
219. Industrial poisons used or produced in the manufacture of explosives. 141 pp. Reprint.	500	60	64.99
227. Proceedings of the employment managers' conference, Philadelphia. 210 pp. Reprint.	500		89.46
250. Welfare work for employees in industrial establishments in the United States. 139 pp. Reprint.	2,000	1,125	278.93
251. Preventable deaths in the cotton manufacturing industry. 534 pp.	8,500	7,763	7,320.98
252. Wages and hours of labor in the slaughtering and meat-packing industry. 1114 pp.	10,000	8,078	17,964.78
254. International standardization of protective labor legislation. 135 pp.	10,000	6,846	1,058.50
255. Joint industrial councils in Great Britain. 207 pp.	10,000	7,082	1,590.58
256. Accidents and accident prevention in machine building. 123 pp.	9,500	7,084	1,562.24
257. Labor legislation of 1918. 169 pp.	10,000	9,511	1,736.89
258. Decisions of courts affecting labor, 1918. 239 pp.	10,000	9,181	2,260.41
259. Union scale of wages and hours of labor, 1918. 295 pp.	12,000	11,479	3,527.17
260. Wages and hours of labor in the boot and shoe industry. 135 pp.	10,000	8,959	1,965.34
261. Wages and hours of labor in woolen and worsted goods manufacturing, 1918. 93 pp.	10,500	9,483	1,457.48
262. Wages and hours of labor in cotton manufacturing and finishing, 1918. 147 pp.	10,500	9,822	2,108.89
264. Proceedings Fifth Annual Meeting of the International Association of Industrial and Accident Boards and Commissions, held at Madison, Wis., Sept. 27–29, 1918. 224 pp.	8,500	7,893	1,654.63
Infections of the upper extremities. 12 pp.	200	200	30.54
List of persons who attended Sixth Annual Convention of the International Association of Industrial Accident Boards and Commissions, Toronto, Canada, Sept. 23–26, 1919. 2 pp.	250	250	15.45
The economics of child welfare. 5 pp.	19,000	17,200	84.94
Minimum requirements in compensation legislation. 14 pp. Reprint.	500	500	7.89
Tentative quantity and cost budget necessary for a family of five in Washington—a level of health and decency. 75 pp.	10,000	1,150	873.78
Wages and hours of labor in the coal mining industry in 1919. 20 pp.	20,000	17,000	359.62
CHILDREN'S BUREAU.			
Annual report of the chief, 1919. 32 pp.	2,500	2,500	135.52
Minimum standards for child welfare adopted by the Washington and regional conferences on child welfare. 15 pp.	25,000	23,868	307.87
Follow-up Leaflet No. 3: Every child in school. 15 pp.	75,000	21,934	861.21
Courts in the United States hearing children's cases. 115 pp.	15,000	9,302	1,473.60
C. C. Dodger No. 10: What do growing children need? 4 pp.	500,000	430,000	755.02
Illegitimacy laws in the United States. Analysis and index. 98 pp.	5,000	95	679.05
Illegitimacy as a child-welfare problem. 105 pp.	15,000	8,677	1,381.76
List of Publications, Children's Bureau, Dec. 15, 1919. 11 pp.	5,000	5,000	58.29
Save the youngest. 15 pp.	50,000	40,569	640.16
Infant care. 87 pp. Reprint.	100,000	100,000	3,939.98
Same. Reprint.	100,000	89,370	4,838.20
Children's Year leaflet No. 9: Scholarships for children. 8 pp. Reprint.	25,000	2,486	105.18
Children's Year leaflet No. 10: Advising children in their choice of occupation. 16 pp. Reprint.	25,000	2,148	177.05
Laws relating to mothers' pensions in the United States, Canada, Denmark, and New Zealand. 316 pp.	12,000	9,833	2,834.54
Maternity benefit system in certain foreign countries. 206 pp.	7,500	7,255	1,603.30
Maternity and infant care in two rural counties in Wisconsin. 92 pp.	10,000	10,000	857.16
Maternity and infant care in a rural county in Kansas. 50 pp. Reprint.	2,000	1,929	76.37
Prenatal care. 41 pp. Reprint.	100,000	100,000	1,899.35
Same. Reprint.	50,000	39,370	1,269.58
What of malnutrition. 20 pp.	100,000	71,753	1,338.67
Results of a field study at Saginaw, Mich. 91 pp.	10,000	7,978	1,662.55
Employment-certificate system in Maryland. 127 pp.	15,000	14,827	1,944.82
Illegitimacy laws of the United States. 260 pp.	10,000	9,475	3,580.77
The visiting teacher. 8 pp. Reprint.	5,000	2,360	19.31



Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1920—Continued.

Title and description.	Received.	Distributed.	Cost.
CHILDREN'S BUREAU—continued.			
A brief summary of work done and suggestions for follow-up work. 20 pp.	25,000	22,000	$465.12
The child-welfare special. A suggested method of reaching rural communities. 18 pp.	50,000	5,000	1,398.74
BUREAU OF IMMIGRATION.			
Annual report of the Commissioner General of Immigration, 1919. 412 pp.	5,000	5,000	4,085.18
Advance copies of the Commissioner General's annual report. 91 pp.	200	200	33.51
Press proofs of the annual report of the Commissioner General, 1919. 91 pp.	3,000	3,000	265.31
Annual report of the Chief of the Division of Information. 4 pp.	500	500	11.49
Immigration laws and rules. 97 pp. Reprint.	2,000	2,000	97.91
Same. Reprint.	2,500	2,500	138.14
Same. Reprint.	5,000	2,621	336.34
BUREAU OF NATURALIZATION.			
Annual report of the Commissioner, 1919. 111 pp.	2,500	2,215	898.74
Naturalization laws and regulations, Oct. 10, 1919. 39 pp.	5,000	4,750	130.70
Fourth year of the work of the public schools. 80 pp.	2,500	2,183	218.38
Syllabus of the naturalization law. 10 pp.	10,000	10,000	91.76
Same. 9 pp. Reprint with changes.	5,000	5,000	67.84
Same. Reprint.	5,000		63.12
Directory of courts (third edition). 83 pp.	400	125	1,072.10
Teacher's manual. 31 pp. Reprint.	2,500	2,500	337.76
Same. Reprint.	2,500	2,500	342.09
Same. Reprint.	5,000		783.43
Student's textbook. 131 pp. Reprint.	20,000	5,933	4,087.89
WOMEN'S BUREAU.			
Annual report of the Director of the Woman in Industry Service. 29 pp.	2,500	2,500	109.71
The eight-hour day in Federal and State legislation. 19 pp.	2,000	2,000	68.68
The employment of women in hazardous industries in the United States. 6 pp.	2,000	2,000	22.98
Women's occupational law charts. 6 sheets.	12,000	12,000	267.27
Wages of candy makers in Philadelphia in 1919. 46 pp.	15,000	8,993	580.19
Bulletins:			
No. 1. Proposed employment of women during the war in the industries of Niagara Falls. 16 pp. Reprint.	5,000	5,000	44.00
No. 7. Night-work laws in the United States. 6 pp.	1,000	1,000	16.32
Same. Reprint.	1,000	1,000	15.70
No. 8. Women in the Government service. 37 pp.	15,000	10,071	495.09
No. 9. Home work in Bridgeport, Conn. 35 pp.	1,000	758	197.47
No. 10. Hours and conditions of work for women in industry in Virginia. 32 pp.	1,000	1,000	125.07
WAR LABOR BOARD.			
Report of War Labor Board for 12 months ending May 31, 1919. 149 pp.	5,000	505	1,162.80
UNITED STATES TRAINING SERVICE.			
Bulletins:			
No. 14. Training in industrial plants. 30 pp.	10,000	2,803	285.81
No. 15. Training in the paper-box industry. 75 pp.	10,000	1,460	567.07
No. 16. Training in men's suits and overcoat industry. 83 pp.	10,000	1,906	720.21
No. 17. Training workers in the women's cloak and skirt industry. 83 pp.	10,000	1,159	755.97
No. 18. Industrial training in the overall industry. 57 pp.	10,000	1,554	452.66
No. 19. Training for skirt makers. 59 pp.	10,000	3,557	452.66
No. 20. Training in the rubber industry. 75 pp.	10,000	1,437	1,213.14
No. 21. Training in the shoe industry. 61 pp.	10,000	2,026	712.65
No. 22. Courses of instructions in piano making. 67 pp.	10,000	1,533	550.00
No. 23. Outline courses for instruction in lithography. 23 pp.	5,000	1,469	146.80
No. 24. Industrial training for foundry workers. 68 pp.	10,000	2,046	636.48
No. 25. A course of instructions for workers in cotton mills. 64 pp.	10,000	1,407	421.65
No. 26. The foreman. 79 pp.	10,000	6,466	636.30
UNITED STATES EMPLOYMENT SERVICE.			
Annual report of the Director. 174 pp.	2,500	1,987	832.48
DIVISION OF INFORMATION AND EDUCATION.			
Economics in the construction industry. 263 pp.	5,000	2,891	2,347.57

As shown by the above table, there were issued 163 separate books or pamphlets, containing 16,342 printed pages, and there were issued a grand total of 2,259,600 copies. Two of these books were reprinted with changes, while 22 were reprinted without changes.

ENVELOPES.

Envelope contractors received from the department during the year 165 orders, for an aggregate of 3,022,175 envelopes, for the use of the various bureaus, offices, and services. In 1919, 470 such orders were placed, calling for 18,552,857 envelopes.

The decrease in the number of envelopes ordered during the fiscal year was due to the dropping out of several of the services which had been created during the war, their usefulness having been ended, and to the use of some 400,000 envelopes of a value of approximately $1,200 secured from the various Government boards or services which had printed stock on hand when their activities ceased with the signing of the armistice. These envelopes were secured for the most part through the General Supply Committee and were overprinted either at the Government Printing Office or by the duplicating section of this division.

The cost of the envelopes for 1920 amounted to $7,600.97, as compared with $39,770.06 in 1919, a decrease of $32,169.09.

PRINTED STATIONERY.

Requisitions for printed stationery to the number of 373 were filled during the fiscal year. Of these, 176 were from offices and bureaus of the department in Washington, while 197 were received from services outside Washington. The following table shows their distribution.

Relative quantity of stationery furnished during 1919 and 1920, by classes.

Class.	1919	1920
Envelopes	[1] 18,552,857	[2] 3,022,175
Letterheads	11,402,500	3,020,500
Memorandum sheets	4,699,600	1,519,400
Embossed letterheads	28,500	10,000
Embossed envelopes	15,500	15,500
Stenographer's notebooks	18,404	7,114
Blank books	9,101	2,871
Blank forms [3]	187,250	88,778
Index cards	1,456,950	751,100
Guide cards	249,200	62,680
Vertical folders	165,875	67,375

[1] 11,185,232 white; 7,367,625 manila. [2] 1,889,675 white; 1,132,500 manila. [3] Inside service only.

BOOKS AND BLANKS.

Requisitions for books and blanks filled during the year numbered 8,210—fewer by 4,836 than the year before. These requisitions included 6,002 from clerks of courts for naturalization blanks and 177 from representatives of the State Department for blanks for use in issuing passports.

Shipments of books and blanks numbering 89,772 and weighing a total of 513,264 pounds were made during the year; there were 8,223 shipments of supplies, weighing 408,217 pounds.

To fill the 8,210 requisitions for books and blanks, 11,484 books and 19,379,390 blanks were required.

Twenty-eight thousand five hundred and thirty packages of blanks, weighing 330,207 pounds, and 6,236 packages of supplies, weighing 437,381 pounds, were received, while shipments reached the number of 97,995, weighing 921,481 pounds.

Herewith are presented tables showing in detail the distribution of books and blanks and shipments of supplies.

Report of blank books, forms, and supplies shipped and received by the Division of Publications and Supplies for the fiscal year ended June 30, 1920.

REQUISITIONS FILLED.

Service.	Number.
Inside service	785
Naturalization Service, clerks	6,002
Naturalization Service, examiners	164
General (Immigration, Employment, etc.)	1,082
Passport control (State Department)	177
Total	8,210

SHIPMENTS MADE.

	Number.	Weight.
BLANKS.		*Pounds.*
Immigration trunks	70	6,755
Boxes, registered mail	16	800
Boxes, freight	24	11,372
Packages, registered mail	5,857	51,320
Packages, regular mail	14,088	121,710
Packages, regular mail (other divisions)	51,244	68,823
Immigration bulletins, etc	6,883	3,030
Bags, regular mail	3,102	247,940
Letters, invoices, etc	8,488	1,514
Total	89,772	513,264
SUPPLIES.		
Freight and express	7,409	405,892
Mail	814	2,325
Total	8,223	408,217
Total shipments	97,995	921,481

NUMBER OF BOOKS AND BLANKS SENT.

		Books.	Blanks.
Customs		1,135	57,310
Immigration Service, general		6,127	2,513,160
Immigration Service, New York		609	518,000
Employment Service		31	11,173,850
Naturalization Service, clerks		2,641	1,900,750
Naturalization Service, examiners		919	496,775
Passport control (State Department)		.....	596,970
Publications and Supplies		6	212,075
Special and miscellaneous		16	1,910,500
Certificates of naturalization, books		4,487	.....
141 books of 10	1,410	.....	.....
148 books of 25	4,825	.....	.....
2,343 books of 50	117,150	.....	.....
1,810 books of 50 (special)	90,500	.....	.....
[1] 4,487	213,885		
Total		15,971	19,379,390

[1] 45 books returned and reissued.

Report of blank books, forms, and supplies shipped and received by the Division of Publications and Supplies for the year ended June 30, 1920—Continued.

PACKAGES RECEIVED.

Blanks and supplies.	Number.	Weight.
		Pounds.
Blanks	22,294	330,207
Supplies	6,236	437,381
Total packages received	28,530	767,588
Total packages shipped	97,995	921,481
Total packages handled	126,525	1,689,069

SHIPPING.

A motor cycle with side van was purchased to augment the present motor equipment of this section and expedite the delivery of mail and the handling of the lighter delivery work. The acquisition of this equipment permitted the release of a Ford motor truck to the General Supply Committee. This new equipment, together with the two motor trucks now in use, in all probability will be sufficient to permit the department to handle expeditiously the incoming and outgoing mails and its shipment of supplies.

DISTRIBUTION OF PUBLICATIONS.

Publications of the department to the number of 1,989,994 were distributed on franks and mail lists, 1,171,462 fewer than in the fiscal year 1919. Individual franks handled reached a total of 131,212, a slight increase over the year before.

Abolition of the various war services resulted in the discontinuance of 10 mailing lists, leaving 59 lists now maintained in the duplicating and mailing section. These lists contain a total of 135,480 names.

A comparative statement of publications issued in 1919 and 1920 follows:

Description.	1919	1920	Per cent of increase (+) or decrease (−)
Total publications issued	3,161,456	1,989,994	−37
On mailing lists	1,202,088	510,100	−58
On franks	1,959,368	1,479,894	−24
Franks handled	130,483	131,212	+½

The following table shows the number of publications distributed on mail lists and on franks, and the number of franks handled, by months:

Publications issued during the fiscal year, by months.

Month.	Publications issued.			Franks handled.
	On franks.	On mail lists.	Total.	
1919.				
July	46,256	43,839	90,095	9,172
August	69,638	52,947	122,585	8,356
September	75,594	35,271	110,865	6,399
October	118,935	29,011	147,946	11,725
November	144,768	52,429	197,197	15,717
December	154,052	65,485	219,537	10,315
1920.				
January	125,579	65,149	190,728	14,341
February	111,262	27,193	138,455	11,204
March	161,815	39,046	200,866	15,954
April	144,677	48,349	193,026	9,663
May	179,858	23,842	203,700	10,023
June	147,460	27,539	174,999	8,343
Total	1,479,894	510,100	1,989,994	131,212

DUPLICATING WORK.

The duplicating work and envelope addressing, folding, and sealing are here shown:

Description.	1919	1920	Per cent of decrease.
Requisitions	3,468	1,585	54
Impressions	6,480,584	2,449,549	62
Photostatic copies	4,174	1,618	61
Sheets folded	1,470,504	752,536	49
Envelopes sealed	641,340	608,488	5
Envelopes addressed	1,232,316	387,494	69

Decreases shown above were due to the abolition of various war services.

The division now has six mimeograph machines, one mimeoscope, a complete multigraphing equipment, one photostat machine, three envelope sealers, two folding machines, one graphotype, two wire stitching machines, and one addressograph.

CONTINGENT, 1921.

In the legislative, executive, and judicial appropriation act approved May 29, 1920, $50,000 has been provided for the contingent expenses of the department during the fiscal year 1921. Together with the allotment of $13,500 made by the same act from the appropriation "Expenses of regulating immigration, 1921," this sum makes $63,500 available for the contingent expenses of the department. Due to the constantly increasing cost of supplies, both those contracted for by the General Supply Committee and those purchased in the open market, together with the increase in the cost of fuel and telephone service, it is doubtful whether the needs of the department can be met with this sum, even though the department's established practice of rigid economy be closely adhered to.

ALLOTMENT FOR PRINTING AND BINDING.

On page 5 of this report are shown the suballotments of the department's allotment for printing and binding. There are shown below the amounts requested by the various bureaus and services of the department for the same purpose for the fiscal year 1922.

Bureau estimates for printing and binding allotment, 1922.

COMPARATIVE STATEMENT.

Bureau or office.	Allotment, 1917.	Allotment, 1918.	Allotment, 1919.	Allotment, 1920.	Allotment, 1921.	Allotment requested for 1922.
Office of the Secretary	$28,978	$37,000	$12,000	$12,500	$12,500	12,500
Bureau of Labor Statistics	65,000	73,450	31,500	101,000	90,000	120,000
Bureau of Immigration	5,500	5,500	4,500	6,000	6,000	7,000
Division of Information	4,500	2,050	.....	.....	.....	2,500
Immigration Service	18,000	18,000	15,000	19,000	19,000	25,000
Children's Bureau	25,000	25,000	18,000	30,000	36,000	77,000
Bureau of Naturalization	2,000	2,000	2,000	3,000	3,000	9,000
Naturalization Service and examiners	17,000	17,000	17,000	25,000	25,000	25,000
Women's Bureau	.....	.....	.....	3,500	8,500	10,000
Total	165,978	180,000	130,000	200,000	200,000	288,000

SUPPLIES.

By act approved March 1, 1919, known as the legislative, executive, and judicial appropriation act, the sum of $50,000 was appropriated for the contingent expenses of the department for the fiscal year ended June 30, 1920. This act further provided that a sum not in excess of $13,500 be taken from the appropriation "Expenses of regulating immigration, 1920," and added to the department's contingent appropriation in order to enable the central purchasing agency of the department (Division of Publications and Supplies) to provide certain supplies for the immigration field service. This made available a total of $63,500 to constitute the contingent fund of the department.

More supplies were purchased in the open market during the fiscal year than in any similar period since the creation of the department. This was due partly to the fact that many of the contracts entered into by the General Supply Committee, being necessarily limited to specific quantities, expired before the close of the fiscal year and partly to the fact that in some instances the General Supply Committee was unable to contract at all for certain supplies, and were it not for the practice of the most rigid economy the department would not have been able to supply the needs of its several bureaus and officials from this appropriation.

During the fiscal year there were filled a total of 1,596 requisitions for supplies, which necessitated the placing of 2,038 orders, involving 3,292 items, at an aggregate cost of $46,770.90. There remains at the present time a balance of $3,229.10 available to offset any outstanding liabilities properly chargeable to this appropriation, an amount which is deemed sufficient for that purpose.

ESTIMATED CONTINGENT ALLOTMENT FOR DIVISION, 1921.

It is estimated that the sum of $6,500 will be required for the contingent expenses of the division for the fiscal year 1921. Of this sum it is proposed to reserve $4,000 for the purchase of a distinctive safety paper upon which to print engraved certificates of naturalization. Experience previously gained leads to the belief that the balance can, with careful management, be made to meet the necessary expenditures of the division.

CENTRALIZED PURCHASING.

During the last session of Congress there were introduced, in both the Senate and the House, bills looking toward the establishment of a central purchasing agency to purchase, store, and issue supplies for all of the departments and independent establishments of the Federal Government and for the District government. Both bills contemplated a large clerical force, including specialists in each line of supplies purchased, together with huge warehouses, Government-owned wharves, railroad trestles, and spurs and sidings, the acquisition of which would, of course, call for the outlay of vast sums of money. In view of this enormous expense and the fact that, regardless of what manner of centralized purchasing is employed, there always must be maintained in each department and independent establishment a force practically equivalent to the supply force now being maintained, I am unable to see how any benefit or saving can accrue to the Government through the adoption of this measure. Such saving as may be effected through the purchase of large quantities at one time undoubtedly would be more than offset by the additional expense incident to this new scheme. Furthermore, another step would be added to the already slow and cumbersome procedure now necessary in the purchase of supplies, thus further retarding the work and placing a greater hardship on all branches of the service.

RECOMMENDATIONS.

During the year the division lost several trained employees. In view of the fact that employees in this division do not become of real value until after one or more years of training, it can readily be seen that the loss of such trained employees is a serious matter. Indeed, with the present inadequate wage paid by the Government for practically all manner of services the matter of obtaining a competent clerical force has become a most serious problem. In fact, unless some means can be found whereby employees may be paid a living wage it will be absolutely impossible to attract worthwhile employees and hold their services in this work.

PERSONNEL.

The following proposed personnel[1] is submitted for the fiscal year 1922:

1 chief of division	$2,500
1 assistant chief of division	2,000
2 clerks of class 4	3,600
4 clerks of class 3	6,400
4 clerks of class 2	5,600
5 clerks of class 1	6,000
2 clerks, at $1,000	2,000
2 clerks, at $900	1,800
1 clerk, at $840	840
3 assistant messengers, at $720	2,160
2 laborers, at $660	1,320
1 messenger boy	480
28	34,700

If the recommendation on page 8, so to reorganize the editorial forces of the department as to secure the most efficient service be adopted, the personnel, of course, would be augmented to the extent such reorganization indicated.

The very greatly reduced force with which the division has been compelled to carry on its work has forced it to request details from the bureaus in order to function. There are detailed from the Children's Bureau one clerk at $1,000 and from the Bureau of Naturalization one clerk at $1,200 and one clerk at $1,000.

The inadequacy of present salaries has rendered it impossible for the division to retain the personnel trained to perform the duties necessary. Based on the expenditures necessary to maintain a family, or compared with the value of the work performed, neither the administrative nor the clerical positions are at all adequately compensated. Taken as a whole, the efficiency of the personnel of the division is much lower than four years ago, and unless salaries generally can be raised it is certain further to deteriorate. An increase of at least 25 per cent of present salaries is the least that would be considered in any sense fair to employees of the division, from chief to messenger boy.

OVERTIME.

It has been possible to reduce materially the amount of overtime required of clerks as compared with the previous year. The records, however, show that in order to keep the work of the division current it has been necessary to permit overtime to the extent of 1,069 hours. This work has been performed cheerfully whenever the needs of the service indicated its necessity, but it is hoped that the coming year will show a still further material reduction or a total elimination.

CONCLUSION.

Notwithstanding the conditions under which the employees of this division have been forced to work, the constant shifting necessary

[1] Salaries quoted contemplate a continuation of the bonus of $240 per annum provided in appropriations for the fiscal year 1921.



to fill the vacancies made by those who have left, and the necessary doubling up in order to keep the work of furnishing the several bureaus and offices of the department the supplies and printed matter necessary to their proper functioning, they have, by their faithfulness and continuous efforts, made it possible to keep the work of the division nearly current; and I sincerely hope that the Congress may see its way clear either to adopt the recommendations of the Commission on Reclassification or some other adequate means of properly compensating these employees for the class of service they are rendering.

Respectfully submitted.

H. A. WORKS,
Chief of Division

Hon. W. B. WILSON,
Secretary of Labor.

REPORT

OF THE

DIRECTOR GENERAL OF THE UNITED STATES EMPLOYMENT SERVICE

ANNUAL REPORT

OF THE

DIRECTOR GENERAL UNITED STATES EMPLOYMENT SERVICE.

U. S. DEPARTMENT OF LABOR,
U. S. EMPLOYMENT SERVICE,
Washington, D. C., September 1, 1920.

SIR: There is submitted herewith the Third Annual Report of the United States Employment Service for the fiscal year ended June 30, 1920.

GENERAL SURVEY OF THE YEAR.

The record of the service during the year under review presents the aspect of a constant struggle to meet, with inadequate and diminishing financial resources, the serious conditions of unemployment resulting from the rapid demobilization of the military and naval forces and war workers of the country and the increasing demands of the reviving peace-time industries. Owing to the failure of Congress to pass the deficiency bill prior to its adjournment on March 3, 1919, it had become necessary to curtail seriously the activities of the service during the four months, March–June, when unemployment was at its height, and to make an appeal to the public to aid in carrying on the work during that critical period. The instant and generous response with which this appeal was met by State and municipal authorities as well as by numberless private citizens and welfare agencies, and the aid extended by the War Department in cooperating in the organization of special employment bureaus for soldiers, sailors, and marines, made it possible for the service to tide over the emergency without serious embarrassment.

The work of replacing returning service men in industrial life, which was mainly supported by chambers of commerce and similar commercial organizations, with help from the American Red Cross, the Knights of Columbus, Y. M. C. A., and other welfare organizations was continued for several months into the year under consideration, some of it to the end of the year 1919; but after June 30, upon the passage by Congress of the sundry civil bill, which carried an appropriation of $400,000 for the United States Employment Service for the ensuing year (instead of the $4,600,000 which had been asked for), most of the private contributions were discontinued, necessitating a further reduction in the activities of the service and especially a curtailment of its field work. Fortunately this enforced reduction in the number of employment bureaus maintained by the service (from 500 to 62) was to a considerable degree compensated by the fact that the States and municipalities which had formerly maintained a public employment service now took over many of the offices which the United States Employment Serv-

ice was compelled to abandon and operated them in cooperation with the Federal service. This provided for 242 additional offices, making a total of 304 coordinated employment bureaus operated together as a national public employment system. This state of affairs continued until October 10, 1919, when the congressional situation necessitated a further and more radical change in the policy of the service.

Attention is called in the report of the service for 1919 to the bill introduced in the House of Representatives by Mr. Nolan of California (H. R. 4305), and in the Senate by Senator Kenyon of Iowa (S. 1442), providing for the establishment of the service as a permanent bureau of the Department of Labor operating in conjunction with the public employment bureaus maintained by the several States. The hearings on this bill, conducted at joint sessions of the Senate Committee on Education and Labor and the House Committee on Labor, continued through the summer of 1919 and produced a mass of testimony nearly all of which was favorable to the establishment of a national employment system as proposed in the bill. The confident hopes that were entertained of the early passage of this measure, and the persistence of the serious condition of unemployment throughout the summer of 1919, led the Director General to maintain the employment service on the scale above indicated during the first three months of the fiscal year. But when, owing to the congestion of legislation in Congress, it became apparent that the bill would not receive early consideration, an order was issued directing the discontinuance of the field work of the service and the appropriation of the unexpended balance of the funds at its command to the development and operation of a national system of labor clearance. Accordingly, on October 10, the employment offices up to that time operated by the service were turned over to the several States and municipalities in which they had been maintained, or, where this was not possible, they were abandoned. The system of cooperation with the States and municipalities which had been established was, however, maintained and developed. The official head of the State employment service, or, where a State service did not exist, the authorized representative of a local employment bureau became the Federal director of the United States Employment Service at the nominal salary of a dollar a year; the employment offices successively turned over to the control of the State or local authority carried with them the furniture and equipment, together with the franking privilege and such blanks and forms as were deemed necessary to facilitate the transmission to the Washington office of uniform reports; and, finally, a sum of money was allotted to each of the States in which a cooperating employment service was maintained to provide for the additional clerical service which such cooperation entailed.

During the period from October 11, 1919, to June 30, 1920, 269 public employment offices have been in operation in 41 States and the District of Columbia. These were in 19 States wholly or for the most part supported by State appropriations, in five States by local (municipal) appropriations, and in two by both State and municipal funds, while in a few communities the local employment bureau, though under State or municipal control, was still provided in whole or in part by chambers of commerce or other private agencies.

Weekly reports of the business transacted in each of these employment offices were regularly transmitted by the several Federal directors to the Washington office of the national service thus instituted, comprehending the number of persons registered for employment, the number of requisitions for help, the number referred to positions and the number reported employed, adult males, women, and juniors being separately listed. These regular reports were supplemented by special reports of fluctuations in the local labor market, calling for the assistance of the Washington office in supplying from other sections of the country an urgent or otherwise important labor demand. These reports were studied and compiled at the office and were made the basis (1) of statistical information as to the condition of the labor market throughout the country and (2) of the developing clearance activities of the service.

Only a rough approximate estimate can be given of the cost of operating the service during the year. Many of the employment offices conducted by the service, especially in the period from July 1 to October 10, 1919, were supported by agencies from whom no report of disbursements could be obtained. In many cases office premises were supplied rent free in municipal or private office buildings and in many others one or more of the employees were contributed by municipalities, chambers of commerce, or other agencies. The direct cost to the service amounted to $91,333 per month for the first period (July 1–October 10) and to $14,000 per month for the second period (October 11–June 30), making a total expenditure of $175,612 for the year. It is safe to assume that the outside aid extended was more than the amount contributed by the Government.

The withdrawal of the Federal Government from all field activities has given a high degree of importance to the extent to which this branch of the service has been assumed by States and municipalities. A list of the States and municipalities maintaining employment bureaus and the sums appropriated for the current year or made available for that purpose follows:

Birmingham (Ala.)	$2,800.00	New Jersey	$30,000.00
Arizona and Maricopa County	4,000.00	New York	369,000.00
Arkansas	400.00	North Dakota	1,200.00
California	86,442.00	Ohio	40,000.00
Colorado	13,200.00	Oklahoma	16,260.00
Connecticut	23,000.00	Portland (Oreg.)	14,000.00
Atlanta and Augusta	1,980.00	Pennsylvania	50,000.00
Illinois	178,818.00	Rhode Island	4,000.00
Indiana	38,000.00	South Dakota	5,000.00
Iowa	6,000.00	Richmond (Va.)	7,595.00
Kentucky	2,500.00	Seattle (Wash.)	14,010.00
Kansas	26,200.00	Spokane (Wash.)	6,246.50
Massachusetts	54,600.00	Tacoma (Wash.)	2,750.00
Michigan	25,000.00	Wisconsin	80,000.00
Minnesota and St. Paul	25,000.00	Total	1,146,751.50
Missouri	18,750.00		

NATIONAL CLEARING HOUSE FOR LABOR.

During the period of the war, when the issues of the struggle and the effectiveness of America's contribution to the allied cause depended on the quickest production of the most essential war material, the distribution throughout the country of its available labor resources



was a matter of the first importance—a fact which was recognized in the establishment of a labor clearance division in the United States Employment Service. When, in the months succeeding the conclusion of the war, unemployment became general in nearly all sections of the country, the distribution of labor became for a time a local rather than a national problem. In each State, every community was called upon to make provision for the employment of its own sons who had been returned from war service. The Clearance Division was retained in operation, but its functions became subordinate to the field work of the service in bringing together the man seeking a job and the nearest available opportunity for employment. With the final elimination of the field work of the service and the assumption of that function by the several States and municipalities, the United States Employment Service has become in effect a national clearing house for labor.

This purpose was set forth in a letter of instructions (Circular No. 1) issued by the Director General to the Federal directors and other representatives of the service in the several States under date of November 20, 1919. This circular requested the continuance of the weekly statistical reports indicating the employment activities of the several employment offices in the State, and in addition called for weekly clearance reports of the surplus of labor undisposed of and of workers wanted, and for reports of interstate shipments of applicants to supply such demands. It was soon discovered, however, that the concentration of a national clearance system, with its ramifications to every industrial community in the Nation, in a single office at the National Capital involved needless congestion and delay. It was accordingly decided to decentralize the system and to throw the responsibility for local clearance on districts or zones composed of groups of States, constituting in each case as nearly as possible a closely knit industrial area, leaving to the Washington office the function of clearing the surplus of labor or of employment opportunities between these areas. This plan was promulgated in a second letter of instructions (Circular No. 2) issued under date of March 8, 1920. Copies of both these bulletins follow:

CIRCULAR NO. 1.

U. S. DEPARTMENT OF LABOR,
U. S. EMPLOYMENT SERVICE,
Washington, November 20, 1919.

In the proposed plan of cooperation between the U. S. Employment Service and the various States, the U. S. Employment Service desires two classes of reports, viz:

(*a*) *Statistical Reports showing employment activities.*—It is desired that these reports be submitted on standard form Emp. 26 entitled "Weekly summary by local offices," a sample of which filled in to indicate its use is attached. Offices should be listed alphabetically. Male placements should be segregated as "Skilled," "Unskilled," and "Clerical and professional"; female placements as "Domestic," "Industrial," and "Clerical and professional." The columns appearing on the printed form for "Attendance," "Percentage," and "Transferred" should be disregarded. The form is designed to require the use of a separate sheet for each sex. Grand totals for each sex should appear in the space provided at the bottom of the report. It is desired that these reports be submitted for the week ending with Saturday and be forwarded to Washington as promptly as possible thereafter.

(*b*) *Clearance reports indicating surpluses or shortages* of applicants or positions in various occupations, and reports of interstate shipments of applicants to fill such opportunities. It is desired that on Saturday of each week a written report be forwarded

to the administrative offices of the U. S. Employment Service containing information as to the surplus or shortage in the various trades and occupations, together with a general statement of employment conditions throughout the State, specifiying localities where men are needed or available, and calling attention to any significant shortages or surpluses of help. No particular form is required for this report, a letter giving the necessary information being sufficient. These reports will be digested by the administrative offices and whenever circumstances warrant the information contained therein will be communicated to the Federal directors for the various States where same will prove of interest. Federal directors interested in such information furnished from the administration offices will then communicate direct with the Federal directors for the States where the opportunities or surpluses exist with a view to arranging for the necessary interstate shipments.

It is further desired that a weekly report be submitted on Saturday of each week a to what, if any, interstate shipments have been made during the week in question No particular form is required for this repprt. A letter containing detailed informa tion as to the places from and to which shipment was made, the date, the number o men of each occupation involved, and the name of the firm with whom the help wa placed, will be sufficient.

Emp. 26.

WEEKLY SUMMARY BY LOCAL OFFICES.

U. S. DEPARTMENT OF LABOR.

U. S. EMPLOYMENT SERVICE.

State of *Ohio.* Week ending *November 1, 1919*
Sex, *Male.*

Offices.	Registrations.	Help wanted.	Referred.	Reported placed.
Akron:				
Skilled	121	203	116	94
Unskilled	386	500	301	275
Clerical and professional	32	26	19	18
Total	539	729	436	387
Cleveland:				
Skilled				
Unskilled				
Clerical and professional				
Total				
Grand totals				

Instructions: List cities alphabetically. On the "Male" report show activities classified as "Skilled," "Unskilled," and "Clerical and professional:" on the "Female" report show them classified as "Domestic," "Industrial," and "Clerical and professional." Report grand totals for each sex in space provided at bottom of report.

(Signature) .....
Federal Director.

CIRCULAR NO. 2

U. S. DEPARTMENT OF LABOR,
U. S. EMPLOYMENT SERVICE,
Washington, March 8, 1920.

OUTLINE OF PLAN FOR A NATIONAL SYSTEM OF LABOR CLEARANCE.

Purpose.

1. With a view to effecting a more speedy and economical adjustment of labor supply and demand in the United States, a plan for the installation and operation of a national system of labor clearance among the several States has been adopted, as set forth in detail hereafter. The scope and purpose of the system are represented graphically on the attached chart. By means of this national system it is hoped to

widen the field of opportunities for employment and sources of labor supply presented to the employee and employer, respectively, from the limitations of the community to the unlimited opportunities and resources of the entire country. This is to be accomplished by the orderly progress of an application for employment or an order for help from the applicant or employer to the local employment office on to the State clearance office, thence to the zone clearance office, and eventually to the national clearing house at Washington, until the requirements of the applicant or employer have been satisfactorily met.

Organization.

2. The country has been divided into 13 labor clearance zones, corresponding generally with the Federal Reserve Bank Districts. As soon as funds are made available for the purpose, it is proposed to establish in each of the labor clearance zones a zone clearance office under a zone clearance officer. At present there are available for designation as zone clearance officers three officials, who will be assigned to zones No. 6 (Atlanta, Ga.), No. 7 (Chicago, Ill.), and No. 10 (Kansas City, Kans.). These assignments have been made with a view to the best adaptation of the available resources to the industrial and agricultural requirements of the various zones. Pending the availability of funds and the appointment of Federal zone clearance officers in the remaining labor clearance zones, the Federal director of one of the States within each zone shall act as zone clearance officer, pro tempore.

3. As indicated on the chart, and as contemplated by the agreements under which the various States are cooperating with this service, all local placement offices within a State will report direct to the Federal director for that State. The national clearance system depends upon the existence in each State of a comprehensive and effective system of clearance within such State, and it is assumed that, so far as possible, each State will supply its immediate needs from its own resources of workers and of industrial opportunities. Any balances of either opportunities or applicants remaining undisposed of within any State should be reported by the Federal director for that State to the zone clearance officer, and if undisposed of within the zone, eventually reported by the zone clearance officer to the national clearing house at Washington.

4. It should be understood that the functions of zone clearance officers are merely executive and not supervisory in any sense. The Federal director is the sole representative of this service in his State so far as employment activities are concerned. The duties of zone clearance officers involve merely the coordination of the activities of the Federal directors for the various States within their zones and do not extend to soliciting opportunities for employment, recruiting workers, or placement work of any kind.

Method of operation.

5. As stated above, it is obvious that the successful operation of a system of interstate and national clearance such as is herein outlined, depends upon the existence in each State of a comprehensive and effective clearance within such State. Every State which is not at present so equipped should at once establish a system of clearance based on the following information:

(*a*) A daily report of labor surplus and of labor wanted from each of the public and affiliated employment offices operated in the State.

(*b*) Weekly or more frequent reports from labor organizations of men seeking employment.

(*c*) Weekly or more frequent reports as to labor wanted from local boards of trade, chambers of commerce, and other employers' organizations.

(*d*) Information as to men or women wanted derived from the advertising columns of newspapers, from communications from employers, or from systematic inquiries pursued from time to time among employers of labor.

6. In lieu of the reports now required by paragraph (*b*) of Circular No. 1, it is desired that Federal directors shall submit to the zone clearance officer of the zone in which their respective States are located, daily reports indicating the number of workers and the positions in the State remaining undisposed of, grouping them by the specific trade and function (as Machinist—toolmaker; Railroad worker—trackman; Clerical—bookkeeper, etc.). Where workers are wanted, the report should specify also the specific plant needing them, the wages paid, and the living conditions afforded. No particular form is required for this report, a letter giving the necessary information being sufficient, care being taken to make the statement as to the amount and character of the local need sufficiently explicit to enable the zone clearance officer to afford immediate

relief, if that be possible. Telegraphic report should be submitted in any case of acute shortage or surplus of labor indicating need for immediate relief.

7. Each zone clearance officer shall, so far as may be possible, promptly clear all surplus labor within the limits of his zone by advising Federal directors of States within the zone of the existence of surpluses of labor or opportunities and informing them of sources of labor and opportunities from which the requirements of their States can be supplied. Such zone clearance should be effected daily on the basis of the detailed reports of "labor surplus" and "labor wanted" submitted by the various Federal directors, as required by the preceding paragraph.

8. Inter-zone or national clearance will be effected by the national clearing house at Washington on the basis of weekly or more frequent reports of "labor surplus" or "labor wanted" remaining undisposed of or deemed undisposable by the system of zone clearances, such weekly reports to be furnished the national clearing house by the various zone clearance officers. In every such case the method of operation shall be for the national clearing house to communicate the facts of the particular labor situation to the zone clearance officers (or in emergencies to the Federal directors of the States) which appear from the reports in hand to be in a position to supply the lack of labor or of labor opportunities indicated by the reports.

9. Zone clearance officers will be responsible for the prompt dissemination to all interested officers of the information reported to them by the Federal directors of the States within their zones and by the national clearing house. They shall report to the national clearing house weekly or more frequently as circumstances may require the state of the labor market in all parts of their respective zones, including "surpluses of labor" and "labor wanted" remaining undisposed of, as contemplated by paragraph 8 above. In any case of emergency, or whenever in his judgment it may seem advisable and practicable, it shall be the duty of the zone clearance officer of any zone to communicate directly with the zone clearance officer of an adjoining zone with a view to effecting directly and without loss of time the adjustment of labor supply and demand as between such two or more zones.

10. Federal directors should submit to the zone clearance officer on Saturday of each week a report indicating the interstate shipments of labor, if any, that have been made during such week. No particular form is required for this report. A letter containing detailed information as to the places from and to which such shipments were made, the dates, the number of men of each trade or occupation involved, and the names of the firms with whom the help was placed will be sufficient.

11. Zone clearance officers shall submit to the national clearing house on Monday of each week a composite report of interstate shipments of labor made in their respective zones during the preceding week. This report should be based on the report submitted to zone clearance officers by Federal directors, as outlined in paragraph 10.

12. In addition to the information derived from weekly or more frequent reports from all parts of the field and from the reports of labor or industrial departments of the National Government and of the several States, the national clearing house in Washington will from time to time conduct special investigations into employment conditions in various parts of the country. On the basis of the information so gathered the national clearing house will endeavor to maintain an efficient national clearance system by the following means:

(*a*) By the prompt transmission by mail or telegraph of information as to "labor surplus" and "labor wanted" to the zone clearance officers who appear to be in a position to meet the needs of the situation, or to the Federal directors of the States who appear to be in such a position.

(*b*) By the publication of a weekly bulletin of such information considering the entire country, with additional pertinent information as to employment conditions and prospects bearing on the labor market.

(*c*) By the publication of a monthly summary of labor and employment conditions throughout the United States, with reports of registrations, placements, and clearances, and full information as to industrial conditions and prospects in this and in foreign countries.

General.

13. The requirements of paragraph (*a*) of Circular No. 1, dated November 20, 1919, as to the submission to the administrative offices in Washington of a weekly report of employment activities (form Emp. 26) are continued in force.

14. As heretofore stated, the daily clearance reports required by paragraph 6 of this circular, should be based on the results of intrastate clearance by which each State will, so far as possible, supply its immediate needs from its own resources of workers and of industrial opportunities. For this purpose, as well as for the wider purpose of furnishing trustworthy information to govern a system of interstate clear-

ance, it is obvious that every State, which is not already so equipped, should as soon as may be possible develop a complete and efficient system of clearance within its own borders. The Washington office will be glad by every means in its power to cooperate with the several States in their efforts to accomplish this aim.

The continental area of the United States, exclusive of Alaska, is divided into 13 zones, corresponding, with only a few alterations, to the Federal Reserve Bank districts. The 13 zones, with their headquarters and the States included in each, are as follows:

Federal employment service—Labor clearance zones.

Zone.	Headquarters.	States included.
1	Boston, Mass	Massachusetts, Maine, Vermont, New Hampshire, Rhode Island.
2	New York, N. Y	New York, Connecticut, New Jersey.
3	Harrisburg, Pa	Pennsylvania, Delaware.
4	Columbus, Ohio	Ohio, West Virginia.
5	Raleigh, N. C	Maryland, Virginia, North Carolina, South Carolina.
6	Atlanta, Ga	Georgia, Alabama, Mississippi, Louisiana, Florida.
7	Chicago Ill	Illinois, Indiana, Michigan, Wisconsin, Iowa.
8	St. Louis, Mo	Kentucky, Missouri, Arkansas, Tennessee.
9	St. Paul, Minn	Minnesota, North Dakota, South Dakota, Montana.
10	Kansas City, Kans	Nebraska, Kansas, Oklahoma, Colorado, Wyoming.
11	San Antonio, Tex	Texas, New Mexico.
12	San Francisco, Calif	Arizona, Utah, Nevada, California.
13	Portland, Oreg	Idaho, Oregon, Washington.

As soon as funds are made available for the purpose it is proposed to put a paid zone clearance officer in charge of each of these districts. At present, however, it has been possible to put paid officers in only three of the zones, namely, zone No. 6, centering at Atlanta, Ga.; zone No. 7, with headquarters at Chicago, Ill.; and zone No. 10, with headquarters at Kansas City, Kans. In the remaining 10 zones the Federal director or other unpaid representative of the service in the State where the headquarters of the zone is located acts as zone clearance officer in addition to his other functions of State representative. Respecting the designation of the three zones with active paid zone clearance officers, Circular No. 2 states that "these assignments have been made with a view to the best adaptation of the available resources to the industrial and agricultural requirements of the various zones." These zones represent in a general way the agricultural region of the Southern States, the harvest region of the Middle West, and the industrial district centering at Chicago, Ill.

Under the cooperative agreements which the various States have entered into with the Federal service, the State officials, who are at the same time the Federal directors in their respective States, are the sole channels of communication through which the State and municipal offices report. Thus all local placement offices within a State report direct to the Federal director for that State. The local offices report their surplus of regristrations or requisitions for help to this official and these are matched against each other, thus providing a basis for a system of clearance between the local offices. The problem now before the service is to establish a more effective system of State clearance. The importance of this need is referred to in Circular No. 2, as follows:

The national clearance system depends upon the existence in each State of a comprehensive and effective system of clearance within such State, and it is assumed that, so far as possible, each State will supply its immediate needs from its own resources of workers and of industrial opportunities.

To attain this end it is suggested that each State shall supplement the daily report of labor surplus and of labor wanted from each of its employment offices by securing in addition (*a*) weekly or more frequent reports from labor organizations of men seeking employment; (*b*) weekly or more frequent reports as to labor wanted from farm agents, local employers' organizations, etc., and (*c*) information as to men and women wanted derived from the advertising columns of newspapers and from systematic inquiries pursued from time to time among employers of labor.

It is assumed that the process of clearing labor within the State is a continuous one, day by day, if not hour by hour. Any surplus of either opportunities or applicants remaining undisposed of at the close of the day is then to be reported to the zone clearance officer and, so far as it is not promptly disposed of by him within the zone, is to be reported to the national clearing house at Washington. The important but limited functions of the zone clearance offices are thus defined in the circular:

> It should be understood that the functions of zone clearance officers are merely executive and not supervisory in any sense. The Federal director is the sole representative of this service in his State so far as employment activities are concerned. The duties of zone clearance officers involve merely the coordination of the activities of the Federal directors for the various States within their zones and do not extend to soliciting opportunities for employment, recruiting workers, or placement work of any kind.

The matching of the "labor surplus" against the "labor wanted" takes place daily within each zone, while interzone or national clearance will be effected by the national clearing house at Washington on the basis of weekly or more frequent reports of "labor surplus" or "labor wanted." The zone clearance officers are also required to report weekly, or more frequently, the state of the labor market in all parts of their respective zones. While the zone clearance officer usually communicates only through the national office at Washington, he is permitted in case of emergency to communicate directly with the zone clearance officer of an adjoining zone with a view to effecting directly and without loss of time the adjustment of labor surplus and demand as between such two or more zones.

The nature of the information transmitted from the local office to the Federal director, from the Federal director to the zone officer, and from the latter to the Washington office is indicated by the following prepared forms, which are employed for the purpose:

Emp. 9.

U. S. DEPARTMENT OF LABOR,

U. S. EMPLOYMENT SERVICE.

REPORT OF APPLICANTS NOT PLACED AND WILLING TO LEAVE THE CITY.

City.....

Date..... Superintendent.....

Name of applicant.	Principal occupation.	Other experience.	Single, married, or widowed.	Age.	Sex.	Color.	Minimum wage demanded.	Do you recommend applicant?	Limit applicant can pay for transportation.

Instructions: Fill out this report daily and send in with daily report. When registering applicants, be sure to ask if willing to leave the city, and enter answer on the card. Before dismissing applicants, after failure to place them, ask for those willing to leave locality. Report only those willing to leave.

Emp. 10.

U. S. DEPARTMENT OF LABOR,

U. S. EMPLOYMENT SERVICE.

REPORT OF ORDERS FOR HELP UNFILLED AND IMPOSSIBLE TO FILL LOCALLY.

City.....

Date..... Superintendent.....

Kind of work.	Number wanted.	Probable wages.	Hours.	Sex.	Color.	Age limit.	Duration of job.	Latest date for filling order.	Amount employer will provide for transportation.	Probable cost of board.

Instructions: Fill out this report daily and send in with daily report. Report only those orders which will allow sufficient time to transfer applicants and obtain all of the information requested. If necessary, use more than one line in giving details of orders.

It is also further directed that the report should specify, whenever workers are wanted, the specific plant needing them, the wages paid, and the living conditions afforded. For this latter information no special form of inquiry is demanded, a letter giving the necessary information being sufficient. In addition, telegraphic reports should be submitted in any case of acute shortage or surplus of labor, indicating the need for immediate relief.

It will be apparent that these distinctive clearance reports have not superseded the weekly office reports of business done, which are still transmitted, but without the intervention of the zone clearance officer, to Washington and which are the basis of the statistical reports on employment conditions issued by the Department of Labor. These reports are submitted in the following form:

L, U. S. EMPLOYMENT SERVIC

Y BY LOCAL OFFICES

MENT OF LABOR.

ENT SERVICE.

Week ending.....

Help wanted.	Referred.	Report
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sonnel, up to the reorganization of the service necessitated by the discontinuance of its field work on October 10, 1919. In the Division of Operations the section on soldiers and sailors' work, and in the Division of Organization the section in charge of community labor boards and State advisory boards were then discontinued, and a special assistant of the Director General appointed to organize the system of labor clearance. There was also created a section on employment statistics in the Division of Operations, and in this division was also vested the supervision of the Federal directors in the several States and of the zone officers and field agents appointed to serve in connection with the clearance system.

ACTIVITIES OF THE SERVICE.

As appears from the foregoing survey, the activities of the United States Employment Service during the year with which this report deals fall naturally into two periods—the one covering the last three months (July–September, 1919) of serious unemployment, during which the service, though with diminished resources, maintained and operated 226 employment bureaus in the several States and the District of Columbia; and the other coinciding with the revival of peace-time industry and the practical disappearance of large-scale unemployment, extending from October 11, 1919, to the end of the fiscal year, when the service found itself restricted to the functions of a central clearing house for labor. The reduction in the number of employment offices consequent on these changes, involving as it did the dispersion of the trained personnel which had been built up during the two years of war and demobilization, is reflected in the falling off in the number of registrations, placements, etc., indicated in the diagram on the opposite page, while the same diagram shows the subsequent steady growth in efficiency of the system of cooperation with the States which was effected during the last three months of 1919. Much of this fluctuation was undoubtedly due to the change in industrial conditions in the fall of 1919 which rapidly converted a large labor surplus into a labor deficit, but the increase in the number of applications and placements from 453,730 of the former and 344,800 of the latter in the last three months of 1919 to 646,000 of the former and 547,542 of the latter in the last three months of the fiscal year, a period during which there was no marked change in the industrial situation, would indicate that the falling off in the volume of business done in the six months from October to March was largely due to the enforced abandonment by the United States Employment Service of its field work.

The high-water mark of the year was reached in August, 1919, when there were reported 390,629 applications for work, 444,802 requisitions for help, 340,403 persons referred to positions and 266,872 employed; the lowest in October, when the number of applications for employment fell to 136,337 and the number of actual placements reported to 96,153.

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	July–September.	(
.....	996,643	
.....	871,815	
.....	1,146,370	
.....	691,466	

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	1918–19
.....	6,174,885
.....	5,646,219
.....	10,717,192
.....	4,253,843

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The large number of special bureaus of this character, upwards of 2,500, which had during the preceding six months been established by the United States Employment Service in smaller communities throughout the country, were in general adequate to the task of taking care of the service men who returned to their homes in those communities. In all the cities and in many rural communities as well, the great welfare agencies, such as the American Red Cross, the Y. M. C. A., the Knights of Columbus, the Salvation Army, the War Camp Community Service, the Jewish Welfare Board, and others continued their effective cooperation with the United States Employment Service in this great undertaking throughout the period of demobilization.

There were, doubtless, many instances of individual hardship, of men for whom the opportunities they sought could not easily be found, but these were either cases where the experience of the war had created new ambitions which could not at once be realized or representatives of certain professional groups—as lawyers, doctors, and engineers—who could not at once reestablish themselves in practice. With these comparatively rare exceptions little difficulty was found in securing appropriate work for all who applied.

It is impossible to determine how many of our returning soldiers, sailors, and marines found employment through these varied cooperating agencies. Few of the soldiers' bureaus and welfare organizations made regular reports. But it is a matter of record in the offices of the United States Employment Service that in the 10 months from December 1, 1918, to September 27, 1919, 758,474 discharged service men registered applications for employment and that through the direct agency of the service employment was secured for 474,085 of this number.

FARM AND HARVEST WORK.

The conditions which made an increased agricultural production a matter of vital necessity did not come to an end on the conclusion of the war. Indeed, new conditions of increased urgency supervened on the coming of peace—conditions of famine in central and eastern Europe and of an increasing rise in the cost of foodstuffs in our own country and in western Europe. For these reasons the efforts which were made in the year 1918–19 to stimulate farm production and to secure the harvesting of farm produce were renewed and intensified during the past year. The patriotic urge which had created the Boys' Working Reserve and which in the second year of the war had led countless private citizens to devote themselves to farm and garden production was spent and the task of filling the void devolved upon the United States Employment Service, working in cooperation with the Department of Agriculture. The work had been undertaken early in the spring by establishing contact with farm bureaus, farm agents, agricultural schools, and rural postmasters, and by working out plans of cooperation with these agencies. In some of the larger cities special farm labor bureaus were established in the offices of the service for the purpose of supplying farm hands during the season of plowing and planting; and finally a nation-wide campaign, which extended to the colleges and universities of the East and the Far West, was carried on to provide the army of workers needed for the harvest.

in the wheat belt of the Middle West. For the purpose of r and distributing harvest hands, many of the permanent fie were strengthened by the addition of experienced farm ag the activities of these offices were supplemented by the estal at strategic points of 12 temporary offices. The result efforts, combined with an extensive campaign of publicity, a sufficient supply of labor was secured to harvest the enti crop of 1919. The number of harvest hands actually regist directed to jobs in the wheat fields during the season in the maintained for the purpose was 53,072, while many thousa passed through the offices and received general instructions r the fields.

While up to the end of June of this year only the Texas a homa fields had been harvested, similar efforts have been provide the labor required for the entire wheat belt for the 1920, and thus far with the same gratifying result. Ind cumulative effect of the publicity which the harvesting of the wheat crop has received during the past two years had made an easier one this year than ever before. There has been n a spontaneous drift of labor suited to this kind of work to from which the Nation's bread supply is mainly drawn, result that the function of the farm labor offices has been tribution rather than the recruitment of harvest hands. It i clear from reports gathered by the Washington office of th that the entire crop of 1920 will be promptly harvested and t The entire operation was directed from the zone clearan established in Kansas City, Kans., early in the spring of 192

The report of the zone clearance officer on the operatior year 1919–20 follows:

HARVEST LABOR REPORT, 1919–20.

DEPARTMENT OF LABOR,
U. S. EMPLOYMENT SERV
Kansas City, Kans., August

The following is a summary of the activities of the Kansas City field July 1, 1919, until its discontinuance in September of that year, and o of the zone clearance officer with headquarters at Kansas City, Kans., f 15 to June 30, 1920, particularly with respect to the matter of recruiting bution of harvest labor throughout the "Big Wheat Belt" which extends to North Dakota, through the States of Oklahoma, Kansas, Nebraska, and th

Following the harvest of 1919 in the States of Oklahoma and Nebraska, virtually finished by June 30, 1919, so far as the placement of harvest labo cerned, the officers attached to the field office proceeded northward into t for the purpose of assisting the local agencies. As most of the harvest la South Dakota comes from the Kansas and Nebraska fields the problem be of distribution rather than of recruiting and for that purpose temporary o opened at Aberdeen, Redfield, and Watertown, and assistance rendered th established offices at Sioux Falls and Mitchell. A surplus of labor develo State due to the unusually heavy drift from the southern fields, where a acreage had been harvested, and also to the fact that unscrupulous privat in Chicago deliberately misrepresented conditions in the South Dakota

Sioux City, Iowa, is the principal gateway to the South Dakota field additional officers were placed in the office in that city to assist in handling movement of labor.

In North Dakota offices were opened at Oakes, Jamestown, and Grand Forks, a permanent office having already been established at Fargo. The offices in this State were continued until the harvest was well over, and reports show that 1,818 men were directed to employment.

Early in the spring of 1920 the Employment Service found it possible to establish the zone clearance office at Kansas City, Kans., having particularly in mind the harvest labor needs of the principal grain growing States of the Central West. The zone office took early steps to ascertain the acreage sown to wheat and the probable number of men that would be needed during the cutting season, and in this connection the writer personally visited points in all the States mentioned. In Texas it was found that the "Panhandle" counties had prospects of a very good wheat crop and at the urgent request of the chamber of commerce at Amarillo a temporary office was established in that city. Another office was opened at Fort Worth, Tex., and the necessity can readily be shown when it is found that during the period from June 14 to July 10, 2,816 men were placed through the Fort Worth office.

As the States of Oklahoma and Kansas now maintain a system of State employment offices conducted in cooperation with the United States Employment Service, the activity of the zone office in these States was limited to the issuance of bulletins giving acreage, probable cutting dates, wages, etc., the distribution of labor being through the regular State offices. The following taken from a report by the Federal director of Oklahoma is of general interest:

"We did less advertising and used less publicity in out of State newspapers and spent less money per capita in the State in handling the harvest labor problem than in any previous year. The field organization for distribution purposes was superior this year to that of the past; besides there was complete cooperation with outside States with which the department was in touch at all times. Labor was moved into the State in groups from surrounding States by telegraph. There was a surplus of men to be had from several States which we did not have to disturb because there was no demand for them. The department has yet to hear of any complaint concerning the manner in which the harvest labor problem was handled this year. * * * The total cost per capita for making harvest labor placements this year was approximately 11 cents."

The wage paid harvest hands this year for the ordinary kinds of work, such as shocking, pitching, etc., has ranged from 40 cents an hour, with board, as paid in northern Texas and southern Oklahoma to 70 cents, with board, the scale officially set by the farmers of the principal wheat growing counties in Kansas. The wage as announced this year was from 10 to 20 cents an hour higher than last year, but it is the writer's opinion that it did not cost the farmers as a whole any more to harvest their grain this season than last. This was due to the fact that last year the advertised wage failed to bring in sufficient labor, which caused farmers to bid against each other for men, and thousands of harvest hands were transported from Kansas City to western Kansas with fare paid and a promised wage of 60 to 70 cents an hour, and it is an established fact that in certain districts men were paid as high as $15 per day for short periods. This year the farmers decided to avoid the wild scramble for harvest labor and the stealing of hands from one another by offering an attractive wage at the outset. That the wage as fixed (70 cents, with board) had the desired result has been evident, for not only has there been an abundant supply of labor, but men of an unusually high class were attracted to the wheat belt. A few complaints have been heard to the effect that all counties did not adhere to the advertised scale and to a certain extent this appears to be true, but only with respect to a district lying on the edge of the "Big Belt." The principal wheat growing counties maintained the published wage.

Year by year there is a noticeable improvement in the class of men who take up harvest work. As recently as five years ago the majority of harvest hands were reported to be of the hobo and casual labor class. This has all been changed and this season has seen thousands of men who follow farm work as their regular vocation taking part in the work. Thousands of college men from virtually all parts of the country have engaged in harvest work this year. Could the farmer choose his own labor he would, no doubt, pick the experienced farm hand, but it must be said that the college man is rapidly coming into the preferred class. These young men, as a rule, are "soft" at the outset, but those who stick through the first few days make good hands. They are universally liked because of their gentlemanly conduct and willingness to work; very few shirkers are found among them. The following list of occupations taken from sheets picked at random shows the wide range of employment usually followed by men who come to the harvest fields: Lumberman, cook,

prize fighter, trainer, conductor, motorman, farmer, laborer, student, bartender, mechanic, carpenter, clerk, stenographer, dockworker, section hand. The I. W. W., who in the past have been a great source of worry to the farmer, have been conspiciously absent, and agitators have caused but little trouble in the fields this season. There are, of course, always a few disgruntled individuals and a certain element who try to hold out for exorbitant wages, but the real disturber and the individual who has vented his spite by setting fire to standing fields or by placing spikes and pieces of iron in shocks of grain for the purpose of injuring thrashing machines has not been in evidence.

There has been no shortage of harvest help in the Middle West this season and the same is true with respect to the regular monthly farm hand, and it is the writer's opinion that this condition can be maintained through the medium of a system of well-organized employment offices. That there is an unplaced supply of farm labor can be illustrated by the experience of a well-known Nebraska farmer, who requested the Kansas City (Mo.) employment office to assist him in getting a married farm hand. He offered a wage of $75 a month the year round, a house to live in, a cow, use of a horse, garden spot, and fuel. To make doubly sure that he would have an applicant for the job he also inserted a want ad. in a Kansas City paper requesting interested persons to call upon him in his hotel room. Seventy-five men applied for the place between the hours of 8 a. m. and 12 m. Right here we have 74 farm hands unplaced and looking for farm work; most of these men were, no doubt, experienced hands who had left the country to try city life, but were now ready to return, and what is true in Kansas City will prevail to a greater or lesser degree throughout the country, and if the employment offices in the larger cities, and in some of the smaller, could have as a feature of their work a special farm-service section, with one or more men giving their whole time and undivided attention to recruiting and placing farm labor, the situation is sure to be materially relieved. The farmer needs a special service, which can not be given by an office where but one or two men are employed who find it necessary to wait upon hundreds of applicants for all kinds of positions, and who, because of the very conditions under which they are compelled to work, find it impossible to give an applicant for a farm job any more attention than one applying for a place as dishwasher or for an hour's work putting in a ton of coal. The establishment of farm-service sections will go far toward permanently relieving the acute labor conditions now facing the farmers of the country at large.

The general practice in recruiting and distributing harvest labor has been to encourage men to report to the larger offices, such as Oklahoma City and Enid, Okla.; Kansas City, Mo.; Wichita and Hutchinson, Kans.; Omaha and Lincoln, Nebr.; Sioux City, Iowa; and Fargo, N. Dak., whence they have been directed to one of the smaller offices or to a community or a county agent for redistribution locally. The zone office has kept in close touch with the harvest situation throughout the season, and frequent bulletins giving cutting dates, wages, demand for labor, location of offices, and other pertinent facts were issued. As a further aid to the recruiting campaign approximately 15,000 posters announcing probable cutting dates and location of offices were hung up in as many post offices in territory from which most of the harvest labor was expected to come. Employment offices and zone clearanace officers outside the wheat belt rendered assistance of great value and showed every desire to cooperate to the end that the "Big Wheat Belt" should not lack of sufficient labor to harvest the millions of acres sown to wheat. The Chamber of Commerce of Kansas City cooperated as usual and furnished several clerks to the temporary office opened in the Union Depot in that city. The Kansas State Agricultural College and county agents' organization were exceedingly active participants. The office at Kansas City, Mo., handled thousands of men, but because of the lateness of the season and the consequent impatience of the men to get into closer proximity to the fields comparatively few were directed to actual employment from this city. This year, unfortunately, a great many men were induced to enter the fields two weeks too early by independent and wildcat advertising on the part of persons who were more concerned in securing a surplus of labor than in an equitable distribution and a square deal to the men. Independent advertising is hard to control, and men who are induced to go to the wheat fields by inspired news stories, paid advertising, etc., unless such advertising bears the indorsement of the Employment Service, always take a chance of being the victims of selfish communities or individuals.

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The following table shows the direction of harvest hands by offices:

Texas:		
Fort Worth	2,816	
Amarillo	115	
		2,931
Oklahoma:		
Alva	1,115	
Carmen	1,775	
Enid	2,630	
Guymon	470	
Kingfisher	225	
Oklahoma City	1,350	
Woodward	1,200	
		8,765
Kansas:		
Wichita	4,000	
Hutchinson	11,000	
Kansas City	1,700	
Salina	9,500	
Topeka	500	
Parsons	200	
		26,900
Nebraska:		
Omaha	1,383	
Lincoln	3,585	
Fairbury	142	
		5,110
Missouri:		
Kansas City	[1] 1,550	
Kansas City depot branch	[1] 2,338	
		3,888
Iowa:		
Sioux City	764	
		764
South Dakota:		
Aberdeen	652	
Huron	289	
Watertown	160	
Mitchell	1,650	
Sioux Falls	145	
		2,896
North Dakota:		
Grand Forks	318	
Jamestown	89	
Oakes	546	
Fargo	865	
		1,818
Grand total		53,072

A. L. BARKMAN,
Zone Clearance Officer.

JUNIOR WORK.

With the curtailment of the service at the end of the fiscal year of 1919, among other divisions discontinued was the Boys' Working Reserve. The elimination of this service would have left uncared for and without means of assistance in finding positions the thousands of boys then in agriculture for whom the division had been established. Other thousands in industry for whom no provision as respects placement and entry into industry had ever been made were also to be considered.

[1] It is estimated that at least 12,000 additional hands passed through these offices and received general information about the fields.

The purpose of the Junior Division, which took t
Boys' Working Reserve, was the "guidance and pla
and girls under 21 years of age." The junior work
cooperation with the public schools and with other
ested in juvenile problems.

The enterprise is still in its initial stages, although
in March, 1919. Cooperation has been established
tional authorities in New York City, Boston, Mass., Pi
Cleveland, Ohio, South Bend, Ind., Milwaukee, Wis.,
and Benton Harbor, Mich. The United States Empl
generally pays half the expenses and the local scho
Local school officials are in charge of the active wor
The Federal office sets standards and furnishes guida
in the work.

In order to build up a staff of trained vocational gu
the United States Employment Service has undertak
or pay for study scholarships in the universities. Th
scholarships (at the University of Chicago) have beer
main significance of this branch of the service lies not
its achievement but in the fact that it has mad
beginning in vocational guidance and placement on a

The report of the Director of the Junior Division fo

REPORT OF JUNIOR DIVISION.

The Junior Division of the United States Employm
poses to select the right kind of employment for boys a
occupational life and to offer employers the best possil
the selection of their junior employees. It was brough
the realization of the fact that (1) schools have a ver
play in selecting and training young people for their
the economic world. (2) Industry has serious need of
proper guidance industrially and particularly intelli
and follow-up of all young people may be effected. (
have a channel through which a tide of informatio
flowing back to them regarding the organization rec
changes in industry.

In cooperation with the public-school systems, the
extends Federal aid to all young wage earners in a stud
aptitudes, and abilities resulting in more scientific ad
dustrial or commercial life. This division operates in
contact with school systems offering to them a scie
effectively distributing the school product. It goes fu
as it does, that modern education does not end with sc
Boys and girls placed in positions through its efforts
supervision by systematic follow-up or supervision, and
of their success or failure in industry is reported back
thus affording to schools a channel through which th
process of education can be known and measured ac
fects in academic curricula can be remedied, chang
noted, and its demands more scientifically met.

The Junior Division establishes such contacts with
seem advisable for the guidance and placement of ju
in order that their needs for help may be properly m
ployment opportunities for junior workers may be a

pooled. It studies and surveys the various industries in communities in order that proper information regarding trades, positions, or other employment may be instantly available for the guidance of both the applicant and the school system. Contact with the school systems make available the supply of junior wage earners. Their needs are anticipated and adequately and effectively met by such contacts between education and industry. Furthermore, it constantly promotes the progressive improvement of the educational institutions and the youth-employing industries of the Nation. The joint effort of the Federal Government and the public-school systems should eventually have great effect on the ultimate solution of the all-important employment problem.

Cities desiring to cooperate with the Federal Government in establishing junior offices in cooperation with their public-school systems are organized into two divisions under the school system, coordinated usually by the associate superintendent of schools, who is both a school officer and a Federal representative on a nominal salary basis. It is the duty of the Division of Education to *educate* the youth and to offer such educational advice as may be necessary through the utilization of industrial information. Educational guidances, occupational information courses, analysis and the development of character are functions under this division.

The Division of Employment coordinated with the Division of Education offers vocational guidance, placement, and supervision of the school product. It, therefore, becomes the great distributive arm of the school system. By means of its industrial department, through a scientific follow-up, reports, and surveys, industrial research, information, and job analyses, it constantly "serves" the Division of Education with a very valuable fund of information. It operates in close contact with the school permit office in the case of boys and girls who require working permits, thus affording the only means of pooling the junior labor supply at its source, effectively distributing this supply, and constantly supervising the result of its efforts.

During the year offices were established in 16 cities throughout the United States. It was impossible to comply with all the requests for organization assistance received due to lack of funds and trained personnel. It is expected that 24 such offices will be established throughout the country this year. A very comprehensive book on this subject has recently been written by the Director of the Division and is now in the press of the Macmillan Co., New York City.

An analysis of the work already accomplished by the Junior Division indicates that this division offers employers the following service:

1. Access to available workers coming from our public high schools and elementary schools; such workers clearing through local central bureaus.
2. Definite knowledge of the applicant's school and employment experience.
3. Cooperation of both schools and employment bureaus in developing talent required for school and promotion.
4. Reducing turnover and lessening of the social and economic losses involved as well as checking the social unrest due to unemployment and constant changing of positions.

The service rendered by the Junior Division will reach i state of efficiency by thorough cooperation from employe school officials, and the public. Although still in its org stage, the Junior Division bids fair to supply a much-neede

WOMAN'S WORK.

The woman's work in the United States Employment Se the entire service, has had a constant struggle, owing to di financial resources, to meet serious conditions resulting rapid demobilization of war workers, both industrial and cl

Attention is called to the report of the Director Gener year 1919, page 41, which shows the development of the work; also, to pages 21 and 22, which shows a copy of the duced by Mr. Nolan of California (H. R. 4305), and by Mr of Iowa (S. 1442), providing for the establishment of the a permanent bureau of the Department of Labor and the ment of a woman as Assistant Director General.

During the period from July 1, 1919, to October 10, 1919, the United States Employment Service was able by cooper the State, municipal, and private organizations, to coord activities of the community and continue many of its 400 divisions (48 of which were in the main offices and 352 in t offices). After October 10, 1919, when the Employment owing to lack of funds, was obliged to close all independent j offices, the aid and cooperation of many women's orga namely, the National Council of Women, Young Women's Association, Red Cross, National Catholic War Council, ciation of Collegiate Alumnæ, the National League for Service, made it possible to continue many women's div only up to October 10 but to June 30, 1920.

The wonderful cooperation and aid given by organizatio extent to which municipalities and organizations have State and Federal service to continue the work indicates tl and the need of its continuance.

After October 10, 1919, the Employment Service, owing funds was obliged to close all independent placement of which was given by civic and welfare organizations was giv purpose of keeping intact the employment organization p passage of the Kenyon-Nolan bill in which women's organi over the country have taken a keen and active interes assistance of this character was helpful during the em finding positions for the returning soldier and released w it is not practical as a permanent policy, as the employme these organizations is merely incidental to their primar and on June 30, 1920, this cooperation was finally discontin part of all these women's organizations which had not from the work prior to this date.

Each of the 33 States cooperating with the United S ployment Service has established women's departments general offices in small cities handling both men and w October, 1919, the assistant to the Federal director of Mi appointed Federal director for that State. This appoin the first where a woman had been appointed as Federal di

State. Women have been appointed as superintendents of a number of the local offices handling both men and women's work.

In April, 1920, when information was received at the Administrative Office of the release of emergency workers drawn to Washington from all parts of the country for war service, the Director General sent the following letter on the replacement of demobilized war workers to all Federal directors:

APRIL 29, 1920.

This office has been advised that a large number of clerks and other emergency workers drawn to Washington from all parts of the country for war service will be released before June 30.

Special effort will be required to reinstate them in private employment without serious loss of time. The American Red Cross is to assist through its local agencies in the replacement of these workers in their home towns. In view of the importance of prompt action in this matter you are urged to cooperate with the divisional director of civilian relief of the Red Cross, and to communicate the information herein contained to your representatives and to all cooperating agencies throughout your State.

Application cards of the workers will be secured in advance of their release, and will be referred to the Federal directors of the States to which the applicants belong, or in which they propose to seek employment. These application cards will be forwarded to you either by the divisional director of the Red Cross or by the national clearing house in Washington, and upon the receipt thereof it is requested that every effort be made to place the applicants in the kind of employment they are seeking.

This office will keep you informed of any and all further developments in the situation, and requests that you report the progress of the work in your State.

Through this cooperation with the Federal directors and the Red Cross a large number of the released war workers were found employment in their home States.

The records of our statistical section show that of the 33 States and municipalities cooperating with the service, comprehending in all 266 offices throughout the country, the development of woman's work has been a feature. In the majority of offices, special departments for the placement of women have been established, while in others plans for the work have been initiated.

Further investigation shows that of the registrations 21 per cent are women; of the calls for help 21 per cent are women; of placements 22 per cent are women.

Through the decentralization of the clearance system it has been possible to furnish information through zones composed of groups of States comprising a closely knit industrial area which leads to the administrative offices in Washington the function of clearing the surplus of labor or employment opportunities. Special attention is being given to professional clearance.

Every effort is being made by conference with the Federal director to stimulate the woman's work within the State; to establish a uniform standard of placement; to develop new opportunities for women; and to change the drift of women into industry to an effective direction of women into industry.

he employment as reported by y States for the 919; the second ber 1, 1919, to two preceding l activities of ıd in the fifth ·om the insti- ıe fiscal year ble is added,

e falling off ›f transition States in a period of ·eport, and w Mexico, ing—were ltogether. he hiatus explains alifornia, ıll short them.

tion.

acements.

2,210
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TABLE 1.—*Report of activities, July 1 to Oct. 1, 1919, under Federal operation*—Con.

State.	Registrations.	Help wanted.	Referred.	Placements.
North Carolina	3,771	1,741	2 581	2,152
North Dakota	7,661	9,179	7,601	4,769
Ohio	144,268	135,423	107,576	90,703
Oklahoma	18,486	21,931	17,808	15,657
Oregon	46,022	48,977	32,908	27,741
Pennsylvania	23,135	35,509	21,554	12,153
Rhode Island	8,228	8,530	8,462	4,833
South Carolina	5,239	5,456	4,953	3,697
South Dakota	12,175	11,265	10 363	7,566
Tennessee	12,283	7,539	7,281	5,030
Texas	20,578	31,790	18,955	15,811
Utah	2,956	2,779	2,315	2,028
Vermont	381	471	284	228
Virginia	9,398	15 013	8,779	7 883
Washington	33,941	27,775	29,188	24,566
West Virginia	6,038	6,772	5,109	4,337
Wisconsin	31,007	39,684	30,421	22,709
Wyoming	3,398	6,274	3,329	3,153
Total	996,643	1,146,370	871,817	691,446

TABLE 2.—*Report of activities under State operation in cooperation with United States Employment Service, Oct. 1, 1919, to June 30, 1920.*

State.	Registrations.	Help wanted.	Referred.	Placements.
Alabama	1,072	1,160	1,046	962
Arizona	7,292	7,714	6,054	4,788
Arkansas	4,924	17,208	3,913	3,034
California	89,456	192,683	180,907	151,431
Colorado	22,050	15,072	12,455	11,576
Connecticut	8,154	8,315	7,279	6,731
Delaware	190	140	183	140
District of Columbia	16,997	15,977	15,690	8,895
Florida	4,857	12,951	4,258	2,863
Georgia	4,219	2,655	2,960	2,175
Idaho	252	280	315	206
Illinois	128,996	165,419	122,163	104,479
Indiana	31,088	37,307	27,750	22,665
Iowa	46,704	34,783	31,893	23,734
Kansas	8,979	7,155	6,743	5,263
Kentucky	855	6,685	882	751
Louisiana	2,958	3,481	2,658	2,454
Maine	2,962	6,552	2,905	2,564
Maryland	5,023	12,065	6,268	3,628
Massachusetts	16,980	34,840	38,586	20,703
Michigan	87,720	109,724	81,036	79,196
Minnesota	82,265	102,662	79,152	67,676
Mississippi	209	501	229	118
Missouri	54,616	56,397	44,416	43,404
Montana	4,397	10,662	3,475	3,073
Nebraska	10,470	11,164	10,437	9,158
New Hampshire	83	74	73	65
New Jersey	106,559	139,825	114,840	96,911
New Mexico	328	350	335	326
New York	280,910	303,708	286,457	231,140
North Carolina	4,351	3,919	3,857	3,732
North Dakota	4,975	4,913	4,172	3,496
Ohio	279,553	287,826	222,538	190,986
Oklahoma	37,387	42,980	35,680	31,357
Oregon	33,482	34,056	38,001	33,737
Pennsylvania	52,411	130,618	47,665	43,917
Rhode Island	7,993	9,382	9,906	6,209
South Dakota	3,750	3,996	3,564	2,892
Texas	15,960	27,098	13,420	11,490
Vermont	31	40	24	24
Virginia	7,495	9,228	6,432	4,141
Washington	32,927	31,469	27,013	24,338
West Virginia	5,484	18,284	4,980	4,864
Wisconsin	74,662	97,555	73,886	57,091
Wyoming	476	316	476	439
Total	1,502,502	2,019,189	1,579,250	1,328,786

TABLE 4.—*Recapitulation of report of activities, July 1, 1919, to June 30, 1920.*

States.	Registrations.												Total July, August, September (3 months).	Total October to June, 1920 (9 months).	Grand total July, 1919, to June, 1920 (12 months).
	1919						1920								
	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.			
Alabama	1,884	511	0	0	0	0	487	585	0	0	0	0	2,395	1,072	3,467
Arizona	1,434	1,274	578	752	760	703	1,557	922	738	774	679	407	3,286	7,292	10,578
Arkansas	6,680	6,182	2,183	1,504	390	425	400	359	372	409	685	380	15,045	4,924	19,969
California	9,894	9,785	5,667	1,630	15,409	11,345	10,344	7,966	8,976	9,851	13,364	10,571	25,346	89,456	114,802
Colorado	7,882	6,143	4,268	372	0	0	0	4,555	4,365	3,074	4,227	4,957	18,293	22,050	40,343
Connecticut	678	1,144	1,616	0	0	0	0	0	0	0	3,637	4,517	3,438	8,154	11,592
Delaware	1,195	1,212	976	190	0	0	0	0	0	0	0	0	3,383	190	3,573
District of Columbia	2,662	2,934	2,022	1,094	585	1,648	1,805	2,018	2,581	2,276	2,762	2,238	7,618	16,997	24,615
Florida	1,754	1,997	1,037	0	0	65	667	753	600	672	1,573	527	4,788	4,857	9,645
Georgia	2,278	2,081	1,643	0	916	556	612	431	361	434	475	434	6,002	4,219	10,221
Idaho	1,397	1,865	1,212	252	0	0	0	0	0	0	0	0	4,474	252	4,726
Illinois	33,146	32,906	23,330	0	0	0	20,301	18,520	22,449	18,493	28,375	20,658	89,384	128,996	218,380
Indiana	4,313	7,122	5,364	4,760	6,756	3,490	5,128	3,377	2,623	1,902	2,250	1,802	16,799	31,083	47,882
Iowa	12,994	11,470	9,357	8,662	10,002	6,113	5,771	3,474	4,336	5,345	3,001	0	36,721	46,704	83,425
Kansas	3,818	2,798	2,085	0	0	0	0	0	763	1,260	2,410	4,546	8,701	8,979	17,680
Kentucky	1,279	1,462	1,381	538	61	0	140	85	0	0	0	31	4,122	855	4,977
Louisiana	1,595	2,176	1,518	72	157	80	504	358	506	227	531	523	5,289	2,958	8,247
Maine	1,805	1,601	1,048	769	83	391	353	207	197	214	353	395	4,454	2,962	7,415
Maryland	4,165	5,674	3,575	1,525	1,397	816	243	262	198	162	198	222	13,414	5,023	18,437
Massachusetts	7,565	8,798	4,964	1,456	1,362	582	1,905	1,749	2,292	2,315	3,181	2,138	21,327	16,980	38,307
Michigan	9,207	11,401	7,267	0	0	12,601	14,417	14,398	14,139	11,881	10,605	9,679	27,875	87,720	115,595
Minnesota	9,120	12,448	10,364	6,389	12,369	7,805	9,454	7,432	7,852	9,415	12,616	8,933	32,232	82,265	114,497
Mississippi	1,289	1,052	891	143	0	0	0	4	7	26	12	17	3,232	209	3,441
Missouri	17,899	16,235	14,588	0	7,398	5,975	6,171	5,132	5,690	6,213	7,791	10,246	48,722	54,616	103,338
Montana	8,099	10,244	5,335	0	0	0	106	434	1,036	928	1,345	548	23,678	4,397	28,075
Nebraska	7,425	3,786	3,241	0	653	863	1,266	1,272	1,245	1,592	1,949	1,630	14,452	10,470	24,922
Nevada	795	1,182	1,280	0	0	0	0	0	0	0	0	0	3,257	0	3,257
New Hampshire	232	257	279	83	0	0	0	0	0	0	0	0	768	83	851
New Jersey	21,071	34,000	18,987	23,883	26,017	16,422	16,827	0	0	0	12,223	11,187	74,058	106,559	180,617
New Mexico	454	1,746	1,027	328	0	0	0	0	0	0	0	0	3,227	328	3,555
New York	33,333	26,141	22,419	21,400	30,074	18,726	26,217	25,594	39,310	37,076	45,640	36,873	81,893	280,910	362,803
North Carolina	1,081	1,353	1,337	323	793	375	643	500	460	445	534	278	3,771	4,351	8,122
North Dakota	1,116	4,549	1,996	893	252	323	413	348	393	683	986	684	7,661	4,975	12,636
Ohio	48,767	56,022	39,479	26,096	39,458	24,097	20,405	22,178	25,977	28,328	40,199	32,225	144,268	279,553	423,821

Oklahoma	9,443	5,619	3,424	3,149	4,323	2,524	3,372	4,002	3,659	4,128	5,743	6,487	18,486	37,357	55,873
Oregon	13,646	17,687	14,689	5,262	2,279	1,990	2,529	3,010	3,832	4,281	6,410	3,889	46,022	33,482	79,504
Pennsylvania	8,850	8,398	5,887	1,569	0	0	0	0	0	13,754	19,851	17,237	22,135	52,411	75,546
Rhode Island	2,755	3,056	2,417	1,715	1,805	1,467	454	312	459	498	796	485	8,228	7,993	16,221
South Carolina	1,570	2,060	1,669	0	0	0	0	0	0	0	0	0	5,239	0	5,239
South Dakota	3,628	6,587	1,960	1,493	535	145	208	127	167	164	475	436	12,175	3,750	15,925
Tennessee	3,063	7,240	1,955	0	0	0	0	10	0	0	0	0	12,288	0	12,288
Texas	7,103	9,061	4,414	2,322	4,062	3,500	1,715	845	782	491	1,058	1,485	20,678	15,960	36,538
Utah	914	1,170	872	0	0	0	0	0	0	0	0	0	2,956	0	2,956
Vermont	174	43	164	31	0	0	0	0	0	0	0	0	381	31	412
Virginia	3,171	3,548	2,579	597	960	488	894	778	869	890	1,311	718	9,398	7,495	16,893
Washington	8,382	15,363	10,196	5,660	4,076	2,157	4,258	2,808	2,828	2,869	3,958	4,313	33,941	32,927	66,868
West Virginia	1,579	2,637	1,822	469	235	386	640	584	603	776	922	869	6,038	5,484	11,522
Wisconsin	11,483	14,424	5,090	0	11,015	7,532	10,723	7,729	8,451	8,355	11,373	9,464	31,007	74,662	105,669
Wyoming	1,432	1,183	783	476	0	0	0	0	0	0	0	0	3,398	476	3,874
Total	345,739	390,629	260,275	136,337	183,182	134,210	180,929	142,808	169,116	180,201	253,690	212,029	996,643	1,592,502	2,589,145

TABLE 4.—*Recapitulation of report of activities, July 1, 1919, to June 30, 1920*—Continued.

States.	Help wanted.												Total July, August, September (3 months).	Total October to June, 1920 (9 months).	Grand total July, 1919, to June, 1920 (12 months)
	1919						1920								
	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.			
Alabama	1,605	500	0	0	0	0	469	691	0	0	0	0	2,105	1,160	3,265
Arizona	1,316	1,253	1,176	1,071	717	734	1,255	787	841	711	1,049	546	3,745	7,714	11,459
Arkansas	7,798	8,228	3,309	2,442	168	444	634	727	1,891	3,927	6,128	847	19,335	17,208	36,543
California	9,023	11,790	6,753	875	11,383	15,358	23,096	22,938	23,982	26,233	38,080	30,739	28,166	192,683	220,849
Colorado	7,973	5,789	4,129	840	0	0	0	2,052	2,449	2,640	3,295	3,796	17,891	15,072	32,963
Connecticut	493	1,014	1,449	0	0	0	0	0	0	0	3,793	4,522	2,956	8,315	11,271
Delaware	777	1,413	774	140	0	0	0	0	0	0	0	0	2,964	140	3,104
District of Columbia	2,562	4,414	2,894	873	387	1,664	1,583	2,446	2,450	2,252	2,491	1,831	9,870	15,977	25,847
Florida	1,688	2,021	1,605	0	0	750	4,032	2,948	1,136	806	2,858	421	5,314	12,951	18,265
Georgia	1,296	1,354	1,611	0	449	426	302	251	191	186	465	385	4,261	2,655	6,916
Idaho	1,277	1,710	2,163	280	0	0	0	0	0	0	0	0	5,150	280	5,430
Illinois	38,920	38,328	31,311	0	0	0	28,221	25,360	28,959	24,560	34,492	23,827	108,559	165,419	273,978
Indiana	4,266	7,376	1,438	6,214	6,218	3,926	5,625	4,531	3,265	2,618	2,797	2,113	13,080	37,307	50,387
Iowa	5,371	6,173	5,007	5,311	6,332	3,135	4,447	3,508	4,393	5,394	2,263	0	16,551	34,783	51,334
Kansas	4,481	3,206	2,654	0	0	0	0	0	665	1,210	1,881	3,399	10,341	7,155	17,496
Kentucky	1,587	911	1,044	399	61	0	1,800	4,300	0	0	0	125	3,542	6,635	10,227
Louisiana	1,404	2,285	1,633	84	148	93	488	534	570	229	607	728	5,322	3,481	8,803
Maine	1,681	1,557	1,013	785	487	1,401	747	414	328	540	815	1,037	4,251	6,552	10,803
Maryland	6,184	7,572	7,308	1,088	1,450	705	323	1,352	2,484	1,445	2,231	987	21,066	12,065	33,131
Massachusetts	6,701	10,062	7,587	1,672	1,326	400	4,575	4,237	5,309	5,415	7,456	4,450	24,350	35,840	59,190
Michigan	15,850	12,552	6,904	0	0	13,424	16,556	19,894	18,254	12,580	14,736	14,230	35,306	109,724	145,030
Minnesota	10,968	15,165	13,555	8,684	15,957	8,559	11,225	8,872	9,340	11,946	16,406	11,673	39,688	102,662	142,350
Mississippi	1,443	973	1,290	281	0	0	0	0	3	16	85	116	3,696	501	4,197
Missouri	19,445	23,716	19,302	0	7,987	6,513	6,605	5,391	6,272	6,492	7,868	9,269	62,463	56,397	118,860
Montana	7,933	13,192	5,415	0	0	0	84	980	2,932	3,416	2,515	735	26,540	10,662	37,202
Nebraska	13,621	4,070	3,540	0	611	1,045	1,382	1,348	1,073	1,744	2,180	1,781	21,231	11,164	32,395
Nevada	982	1,618	1,856	0	0	0	0	0	0	0	0	0	4,456	0	4,456
New Hampshire	191	215	287	74	0	0	0	0	0	0	0	0	693	74	767
New Jersey	28,502	41,167	23,473	32,470	34,227	23,972	24,202	0	0	0	15,219	9,705	93,142	139,825	232,967
New Mexico	314	1,852	1,216	350	0	0	0	0	0	0	0	0	3,382	350	3,732
New York	32,776	42,942	45,128	27,591	37,624	24,851	36,947	31,933	35,447	31,877	40,712	36,726	120,846	303,708	424,554
North Carolina	686	580	475	278	840	378	259	388	262	644	555	315	1,741	3,919	5,660
North Dakota	1,318	5,913	1,918	544	268	358	404	341	505	725	1,123	645	9,179	4,913	14,092
Ohio	41,099	51,174	42,550	37,296	39,149	25,099	31,764	28,602	30,656	29,698	36,757	28,805	135,423	287,826	423,249
Oklahoma	11,637	6,254	4,040	4,085	7,353	3,084	3,717	4,458	3,919	4,315	5,747	6,302	21,931	42,980	64,911
Oregon	13,285	17,628	17,994	6,216	2,702	2,856	1,896	2,434	3,282	4,180	6,390	4,094	48,977	34,056	83,033



Pennsylvania	10,779	14,656	10,074	3,280	0	0	0	0	0	29,441	49,473	48,424	35,509	130,618	166,127
Rhode Island	2,720	3,067	2,743	2,276	1,468	1,599	500	377	462	1,092	932	696	8,530	9,382	17,912
South Carolina	1,434	2,285	1,737	0	0	0	0	0	0	0	0	0	5,456	0	5,456
South Dakota	3,795	5,505	1,965	1,560	594	140	298	209	164	169	488	374	11,265	3,996	15,261
Tennessee	2,824	2,895	1,820	0	0	0	0	0	0	0	0	0	7,539	0	7,539
Texas	9,342	14,174	8,274	4,769	6,549	4,881	2,102	683	642	2,624	2,694	2,157	31,790	27,098	58,888
Utah	848	1,013	918	0	0	0	0	0	0	0	0	0	2,779	0	2,779
Vermont	166	161	144	40	0	0	0	0	0	0	0	0	471	40	511
Virginia	5,853	5,263	3,897	937	921	513	772	855	1,295	1,150	1,762	1,023	15,013	9,228	24,241
Washington	9,315	17,280	11,180	5,958	4,439	1,473	2,971	2,083	2,761	2,896	4,083	4,805	37,775	31,469	69,244
West Virginia	1,323	2,491	2,958	1,170	636	2,554	2,619	1,700	2,107	2,646	2,512	2,340	6,772	18,284	25,056
Wisconsin	13,296	18,759	7,629	0	13,285	8,060	13,234	10,113	10,942	12,895	16,587	12,439	39,684	97,555	137,239
Wyoming	4,227	1,186	861	316	0	0	0	0	0	0	0	0	6,274	316	6,590
Total	373,577	444,802	327,991	160,252	203,733	158,385	235,133	197,737	209,229	238,718	339,605	276,397	1,146,370	2,019,189	3,165,559

TABLE 4.—*Recapitulation of report of activities July 1, 1919, to June 30, 1920*—Continued.

States.	Referred.												Total, July, August, September (3 months).	Total, October to June, 1920 (9 months).	Grand total, July, 1919, to June, 1920 (12 months).
	1919						1920								
	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.			
Alabama	1,843	498	0	0	0	0	440	606	0	0	0	0	2,341	1,046	3,387
Arizona	1,075	1,091	769	822	582	561	1,143	765	591	617	601	372	2,935	6,054	8,989
Arkansas	6,116	5,889	1,972	1,196	176	304	318	295	388	403	498	335	13,977	3,913	17,890
California	8,590	8,674	5,126	834	13,479	15,940	22,893	20,261	22,009	24,092	33,938	27,461	22,390	180,907	203,297
Colorado	8,033	6,237	4,205	880	0	0	0	1,785	2,105	2,193	2,822	2,670	18,475	12,455	30,930
Connecticut	588	970	1,599	0	0	0	0	0	0	0	3,276	4,003	3,157	7,279	10,436
Delaware	1,115	1,165	980	183	0	0	0	0	0	0	0	0	3,260	183	3,443
District of Columbia	2,733	2,945	2,019	827	501	1,649	1,921	2,241	2,039	1,922	2,659	1,931	7,697	15,690	23,387
Florida	1,485	1,576	781	0	0	40	591	691	545	613	1,316	462	3,842	4,258	8,100
Georgia	1,663	1,610	1,379	0	285	372	551	390	309	350	370	333	4,652	2,960	7,612
Idaho	889	1,239	1,865	215	0	0	0	0	0	0	0	0	3,993	215	4,208
Illinois	29,701	31,623	25,514	0	0	0	19,245	17,809	21,270	17,677	27,006	19,156	86,838	122,163	209,001
Indiana	3,443	5,733	4,672	4,214	4,671	3,122	4,670	3,115	2,433	1,817	2,131	1,677	13,848	27,750	41,598
Iowa	4,893	5,784	4,597	4,182	5,517	3,018	4,183	3,281	4,257	4,917	2,538	0	15,274	31,893	47,167
Kansas	3,722	2,677	2,027	0	0	0	0	0	544	920	1,792	3,487	8,426	6,743	15,169
Kentucky	1,130	1,240	1,245	474	61	0	174	166	0	0	0	7	3,615	882	4,497
Louisiana	1,607	2,089	1,731	50	100	54	428	356	506	221	513	430	5,427	2,658	8,085
Maine	1,651	1,492	993	753	74	384	346	206	193	205	349	395	4,136	2,905	7,041
Maryland	3,854	5,193	3,300	1,478	1,348	742	220	236	390	530	675	649	12,347	6,268	18,615
Massachusetts	7,239	9,215	5,271	1,969	1,843	565	5,033	4,562	5,819	5,742	7,924	5,129	21,725	38,586	60,311
Michigan	8,132	9,037	5,020	0	0	12,248	13,906	13,627	13,747	9,387	9,143	8,978	22,789	81,036	103,825
Minnesota	9,085	12,117	10,330	6,290	12,039	7,411	8,907	7,045	7,428	8,807	12,411	8,814	31,532	79,152	110,684
Mississippi	956	673	741	127	0	0	0	0	5	9	86	2	2,370	229	2,599
Missouri	16,022	14,692	12,923	0	6,789	5,026	5,091	4,109	4,809	5,157	6,286	7,149	43,637	44,416	88,053
Montana	6,329	8,398	4,022	0	0	0	79	325	769	863	1,077	362	18,749	3,475	22,224
Nebraska	7,012	3,676	2,858	0	604	867	1,387	1,168	1,133	1,497	2,024	1,757	13,546	10,437	23,983
Nevada	760	1,088	1,162	0	0	0	0	0	0	0	0	0	3,010	0	3,010
New Hampshire	192	210	282	73	0	0	0	0	0	0	0	0	664	73	737
New Jersey	24,495	35,140	19,558	25,181	30,436	18,944	18,997	0	0	0	13,540	7,742	79,193	114,840	194,033
New Mexico	298	1,682	1,234	335	0	0	0	0	0	0	0	0	3,214	335	3,549
New York	24,067	26,808	24,326	23,785	35,963	23,358	35,528	29,118	34,144	31,939	39,892	32,760	75,201	286,487	361,688
North Carolina	558	919	1,104	249	705	328	606	438	436	378	464	253	2,581	3,857	6,438
North Dakota	1,193	4,684	1,774	495	207	287	352	287	376	640	911	617	7,601	4,172	11,773
Ohio	33,741	41,816	32,019	28,705	30,995	20,064	24,312	18,555	21,699	23,370	30,822	24,016	107,576	222,538	330,114
Oklahoma	9,383	5,164	3,311	2,891	4,183	2,486	3,218	3,827	3,563	4,032	5,474	6,006	17,808	35,080	53,488

Oregon	9,992	11,795	11,211	4,386	2,795	3,112	3,611	3,996	4,808	4,990	6,444	3,949	32,998	38,091	71,089
Pennsylvania	7,067	8,367	6,120	2,000	0	0	0	0	0	12,406	17,835	15,424	21,554	47,665	69,219
Rhode Island	2,758	3,089	2,615	2,221	1,928	2,131	499	290	517	602	1,068	650	8,462	9,906	18,368
South Carolina	1,438	1,979	1,536	0	0	0	0	0	0	0	0	0	4,953	0	4,953
South Dakota	3,464	5,056	1,843	1,441	526	136	211	130	158	162	433	367	10,363	3,564	13,927
Tennessee	2,563	3,141	1,577	0	0	0	0	0	0	0	0	0	7,281	0	7,281
Texas	6,033	8,772	4,150	2,097	3,607	3,118	1,498	468	497	456	722	957	18,955	13,420	32,375
Utah	709	931	675	0	0	0	0	0	0	0	0	0	2,315	0	2,315
Vermont	114	45	125	24	0	0	0	0	0	0	0	0	284	24	308
Virginia	2,869	3,345	2,565	573	836	427	736	608	764	801	1,120	567	8,779	6,432	15,211
Washington	6,578	13,423	9,187	4,873	3,346	1,377	2,792	1,896	2,564	2,579	3,672	3,914	29,188	27,013	56,201
West Virginia	1,427	2,072	1,610	405	195	348	585	530	553	696	842	826	5,109	4,980	10,089
Wisconsin	11,131	14,234	5,056	0	10,904	7,012	10,495	7,752	8,290	8,474	11,741	9,218	30,421	73,898	104,307
Wyoming	1,383	1,160	786	476	0	0	0	0	0	0	0	0	3,329	476	3,805
Total	291,069	340,403	240,345	124,704	174,695	135,431	194,866	150,934	169,658	179,464	254,415	202,825	871,817	1,579,250	2,458,806

TABLE 4.—*Recapitulation of report of activities, July 1, 1919, to June 30, 1920*—Continued.

States.	Reported placed.												Total, July, August, September (3 months).	Total, October to June, 1920 (9 months).	Grand total, July, 1919, to June, 1920 (12 months).
	1919						1920								
	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.			
Alabama	1,711	499	0	0	0	0	406	556	0	0	0	0	2,210	962	3,172
Arizona	874	871	672	606	497	410	984	614	411	498	495	273	2,417	4,788	7,205
Arkansas	5,137	5,351	1,533	952	163	207	244	230	281	326	363	268	12,021	3,034	15,055
California	7,107	6,650	4,115	754	12,795	12,465	18,869	17,891	18,083	19,360	28,322	23,392	17,872	151,431	169,303
Colorado	7,330	5,540	3,974	802	0	0	0	1,633	1,942	2,027	2,635	2,537	16,844	11,576	28,420
Connecticut	259	679	1,080	0	0	0	0	0	0	0	3,039	3,692	2,018	6,731	8,749
Delaware	807	884	758	140	0	0	0	0	0	0	0	0	2,449	140	2,589
District of Columbia	2,238	2,174	1,554	128	302	150	1,193	1,125	1,289	1,372	1,976	1,360	5,966	8,895	14,861
Florida	1,164	1,352	637	0	0	24	358	471	416	357	967	270	3,153	2,863	6,016
Georgia	1,516	1,573	1,593	0	573	286	308	234	175	191	210	198	4,682	2,175	6,857
Idaho	720	961	1,611	206	0	0	0	0	0	0	0	0	3,292	206	3,498
Illinois	22,330	24,373	21,363	0	0	0	16,467	14,555	17,955	14,945	23,656	16,901	68,066	104,479	172,545
Indiana	2,560	4,165	3,602	3,362	3,704	2,505	3,538	2,446	1,989	1,632	1,925	1,564	10,327	22,665	32,992
Iowa	3,807	4,240	3,593	3,634	4,609	2,390	3,254	2,630	2,842	2,972	1,403	0	11,640	23,734	35,374
Kansas	3,227	2,038	1,604	0	0	0	0	0	369	634	1,436	2,824	6,869	5,263	12,132
Kentucky	856	1,104	1,042	413	61	0	111	163	0	0	0	3	3,002	751	3,753
Louisiana	1,216	2,059	1,483	21	60	25	402	337	469	205	510	425	4,758	2,454	7,212
Maine	1,465	1,334	932	639	67	318	299	184	168	186	325	378	3,731	2,564	6,295
Maryland	3,095	4,199	2,715	1,365	1,202	655	183	43	48	42	55	35	10,009	3,628	13,637
Massachusetts	3,352	4,443	2,595	616	754	215	2,803	2,594	3,122	3,233	4,511	2,855	10,390	20,703	31,093
Michigan	6,259	7,053	4,587	0	0	12,032	13,457	13,436	13,452	9,174	8,355	8,790	17,899	79,196	97,095
Minnesota	7,969	8,805	7,530	5,199	9,885	6,536	7,856	6,263	6,415	8,084	10,234	7,204	24,304	67,676	91,980
Mississippi	914	506	592	106	0	0	0	0	4	6	1	1	2,012	118	2,130
Missouri	14,472	13,529	11,755	0	6,568	4,847	4,884	4,073	4,722	5,043	6,172	7,095	39,756	43,404	83,160
Montana	5,960	7,865	3,561	0	0	0	70	274	687	716	988	338	17,386	3,073	20,459
Nebraska	4,992	3,093	2,502	0	551	726	1,035	1,052	932	1,391	1,843	1,628	10,587	9,158	19,745
Nevada	714	1,039	1,057	0	0	0	0	0	0	0	0	0	2,810	0	2,810
New Hampshire	177	193	232	65	0	0	0	0	0	0	0	0	602	65	667
New Jersey	21,123	30,056	15,955	20,470	23,212	15,575	15,250	0	0	0	10,796	11,609	67,134	96,911	164,045
New Mexico	233	1,600	1,013	326	0	0	0	0	0	0	0	0	2,846	326	3,172
New York	20,711	15,070	13,617	14,031	23,613	16,676	29,748	28,872	28,748	26,834	33,821	28,797	49,398	231,140	280,538
North Carolina	637	815	700	317	675	330	557	440	400	347	432	234	2,152	3,732	5,884
North Dakota	834	2,967	968	364	162	241	298	220	312	555	798	510	4,769	3,480	8,229
Ohio	28,564	35,247	26,892	24,512	26,355	17,249	20,343	15,981	19,177	20,331	26,743	20,295	90,703	190,986	281,689
Oklahoma	8,355	4,373	2,929	2,451	3,497	2,153	2,848	3,277	3,160	3,575	4,888	5,508	15,657	31,357	47,014
Oregon	8,415	9,986	9,340	3,839	2,539	2,838	2,269	3,663	4,389	4,604	5,963	3,683	27,741	33,737	61,478



Pennsylvania	3,972	4,768	3,413	1,062	0	0	0	0	70	11,573	16,811	14,471	12,153	43,917	56,070
Rhode Island	1,690	1,799	1,344	1,236	1,387	1,307	287	154	319	430	615	474	4,833	6,209	11,042
South Carolina	1,001	1,593	1,103	0	0	0	0	0	0	0	0	0	3,697	0	3,697
South Dakota	2,205	3,799	1,562	1,164	378	107	195	110	122	133	373	310	7,566	2,892	10,458
Tennessee	1,760	2,120	1,150	0	0	0	0	0	0	0	0	0	5,030	0	5,030
Texas	5,251	7,166	3,394	1,950	3,348	2,971	1,310	362	288	290	471	500	15,811	11,490	27,301
Utah	598	838	592	0	0	0	0	0	0	0	0	0	2,028	0	2,028
Vermont	108	11	109	24	0	0	0	0	0	0	0	0	228	24	252
Virginia	2,677	2,989	2,217	463	384	244	457	367	449	491	822	464	7,883	4,141	12,024
Washington	5,282	11,532	7,752	4,104	2,961	1,245	2,561	1,716	2,275	2,328	3,551	3,597	24,566	24,338	48,904
West Virginia	1,134	1,795	1,408	393	206	335	568	518	540	679	821	804	4,337	4,864	9,201
Wisconsin	8,433	10,675	3,601	0	8,597	5,476	8,359	5,760	5,994	6,478	9,164	7,263	22,709	57,091	79,800
Wyoming	1,329	1,101	723	439	0	0	0	0	0	0	0	0	3,153	439	3,592
Total	236,540	266,872	188,054	168,891	215,989	151,042	141,944	131,744	161,771	110,538	139,105	107,762	691,466	1,328,786	2,020,252

TABLE 5.—*Activities of United States Employment Service and cooperating public employment offices, January, 1918, to June, 1920, inclusive, by months.*

Month.	Registrations.	Help wanted.	Referred.	Placements.
1918.				
January	82,353	89,002	62,642	51,183
February	92,452	92,594	70,369	58,844
March	144,156	177,831	118,079	100,446
April	195,578	320,328	171,306	149,415
May	206,181	326,587	179,821	156,284
June	246,664	394,395	221,946	192,798
July	282,294	484,033	250,152	217,291
August	555,505	1,227,705	500,510	395,530
September	531,226	1,476,282	513,662	362,696
October	594,757	1,588,975	606,672	455,931
November	744,712	1,724,943	748,934	558,469
December	549,593	1,024,330	525,486	392,934
	4,225,451	8,929,005	3,969,579	3,091,821
1919.				
January	587,306	730,881	514,436	372,186
February	496,299	487,475	406,824	299,118
March	522,727	539,349	440,833	327,680
April	362,806	387,229	309,158	232,193
May	489,609	518,781	424,738	333,587
June	458,071	524,809	404,812	319,813
July	345,739	373,577	291,069	236,540
August	390,629	444,802	340,403	266,872
September	260,275	327,991	240,345	188,054
October	136,337	160,252	124,704	96,153
November	183,182	203,733	174,695	138,105
December	134,210	158,385	135,431	110,538
	4,367,190	4,857,264	3,807,448	2,920,839
1920.				
January	180,929	235,133	194,866	161,771
February	142,808	197,737	150,934	131,744
March	169,116	209,229	169,658	141,944
April	180,201	238,718	179,464	151,042
May	253,690	339,606	254,415	139,105
June	212,029	276,397	202,825	107,762
	1,138,773	1,496,819	1,152,162	833,368
Totals:				
1918	4,225,451	8,929,005	3,969,579	3,091,821
1919	4,367,190	4,857,264	3,807,448	2,920,839
1920	1,138,773	1,496,819	1,152,162	833,368
Grand total	9,731,414	15,283,088	8,929,189	6,846,028

TABLE 6.—*Summary of interstate shipments, July, 1919, to June, 1920, inclusive.*

Month.	Skilled.	Unskilled.	Total.
July	786	2,819	3,605
August	1,752	3,498	5,250
September	1,157	5,396	6,553
October	341	1,707	2,048
November	261	2,260	2,521
December	351	1,777	2,129
January	259	1,929	2,188
February	242	1,373	1,615
March	125	1,695	1,820
April	244	1,682	1,926
May	284	1,211	1,495
June	2,259	2,231	4,490
Total	8,061	27,578	35,639

NOTE.—Up to the end of the fiscal year only 10 States were making reports on interstate shipments.

PROFESSIONAL WORK.

The termination of the war and the subsequent demobilization of the military and naval forces of the Government and of the army of war workers created a serious crisis of unemployment in the professional classes. No part of our peace-time establishment was harder hit by the demands of the war upon the manhood and womanhood of the Nation. Apart from the lawyers, engineers, teachers, and members of other professional groups who responded to the call of arms, many more were drawn into service by the expanding energies of the gigantic war machine which the Nation was called on to create, by the great welfare agencies which developed to sustain this effort, and by the demands of the war industries for men and women of technical equipment. With the progress of demobilization these professional workers were returned to civil life in a world which had replaced them or which had made no preparation to utilize them. The revival of peace-time industry was slow in reaching the point where workers of this sort could be reabsorbed in the occupations for which they had been trained. These conditions were, perhaps, at their worst at the opening of the year under review, when the United States Employment Service was already operating with reduced resources and a diminished force of workers. Everything possible was done, however, to deal effectively with the situation. Private funds were solicited and obtained to carry on the work of the professional and special section of the service during the summer of 1919 and in New York and a few other cities it was by this means made possible to continue the work to the end of the calendar year. In the meantime the burden had been increasingly assumed by the employment bureaus of such of the States as were provided with sufficient funds to maintain an adequate service, and the office at Washington, in the exercise of its function of a national clearing house for labor, made special efforts to secure opportunities for employment of professional workers. The professional and special section of the service has, however, been discontinued and the relations of the service with the Intercollegiate Bureau of Occupations terminated.

STATUS AND FUTURE OF THE UNITED STATES EMPLOYMENT SERVICE.

Owing to the failure of Congress to enact legislation defining the status of the United States Employment Service as an established unit of the Department of Labor, the service still exists as a function rather than a bureau of the department, by virtue of the order of the Secretary of Labor of January 3, 1918, providing for the organization and operation of the service in the then critical state of the war industries of the Nation. The authority for this action was found in the act of 1913 establishing the Department of Labor "to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions and to advance their opportunities for profitable employment." Though instituted primarily as a war measure. for the purpose of speeding up the production of essential war material and for reducing the enormous wastage of public and private resources in the desperate competition of the war industries for labor, the demonstrated utility of the service as a means of equalizing labor supply and demand and of meeting the recurrent problem of unemployment commended it to all thoughtful observers as a permanent function of the National Government. This growing conviction of the public, which was based on actual experience of the workings of the system, chimed in with the views of employment experts who had felt the need of the coordination of the employment activities of the several States that had in the decade preceding the entry of our Nation into the war developed systems of public employment, and who had for several years advocated the creation of a national system for the clearance of labor among the States. These efforts had resulted in the introduction of several bills providing for the establishment by Congress of such a national system which had received consideration by the several committees of the House and Senate having them in charge but which were never reported out for congressional action.

Reference is made in the last year's report to the bills introduced by Senator Kenyon in the Senate and by Mr. Nolan in the House, which represented the views of practically all the public employment experts of the country, and which had the indorsement of the Department of Labor. These bills, which at the creation of a decentralized but coordinated system of public employment offices by the cooperative activities of the States and Federal Government, received the most thorough examination at the hands of the Senate Committee on Education and Labor, and the House Committee on Labor, but, owing to the congressional situation in the months preceding the presidential campaign, failed to be reported out. In the meantime an earlier and less detailed measure which had been introduced in the House on May 19, 1919, by Mr. Nolan, of California (H. R. 544), was, with some amendments, reported to the House May 18, 1920 (Report No. 999), but failed to come up for action. The bill as reported is as follows:

A BILL To provide for the establishment of a National Employment Bureau in the Department of Labor.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created in the Department of Labor a

National Employment Bureau. There shall be a commissioner of employment who shall be the head of said bureau, to be appointed by the President, and who shall receive a salary of $5,000 per annum. There shall also be in the said bureau a chief clerk and such experts, special agents, clerks, and other employees as may be authorized from time to time by appropriation or other law: *Provided*, That no discrimination in employment or salary by reason of sex alone shall exist in connection with any officer or employee authorized by this act. It shall be the province and duty of such bureau, under the direction of the Secretary of Labor, subject to the restrictions of section 2 hereof, to provide facilities whereby employers may obtain the services of persons seeking employment and persons seeking employment may obtain such employment; to provide for giving publicity to applications and demands for employees and applications and demands for employment, and to procure and disseminate such information as may be pertinent to the purposes of this act: *Provided further*, That such applications and notices of demands for employees shall contain a declaration stating whether a strike or lockout is in progress or pending in the establishment wherein the work is to be done, which information shall be furnished to the applicant for employment.

SEC. 2. That the bureau may only assist and cooperate with State labor exchanges where such exchanges are under State authority and comply with the rules and regulations prescribed by the bureau, and to this end the said bureau is authorized to contribute to the manitenance of said State exchange a sum not greater than the sum appropriated and spent by that State for such purpose: *Provided, however*, That nothing in this act shall be construed to prevent the bureau from sending representatives to States not having exchanges receiving Federal aid for the purpose of securing employees.

SEC. 3. That the duties required by law to be performed by the Division of Information of the Bureau of Immigration, Department of Labor, authorized by section 40 of the act of February 20, 1907, entitled "An act to regulate the immigration of aliens into the United States," and all that pertains to the same, including all officers, clerks, and other employees occupying statutory positions in the said Division of Information, shall be transferred to and combined with the National Employment Bureau hereby created at such time and in such manner, arrangement, and organization as the Secretary of Labor may determine: *Provided*, That all appropriations and all allotments of appropriations heretofore and hereafter made for the Division of Information shall be and remain available for the said division until such time as the said Division of Information shall be transferred to the National Employment Bureau as herein provided.

SEC. 4. That the Postmaster General is hereby authorized and directed to extend to the Secretary of Labor the use of the post offices and postal facitities, including postal employees wherever they can be used, and the Secretary of Labor is authorized and directed to use the post offices and postal facilities and such postal employees wherever practicable for carrying out the purposes of this act.

SEC. 5. That the Secretary of Labor is hereby authorized to make all necessary rules and regulations for carrying out the purposes of this act.

The feature that all these measures have in common is their recognition of the fact that the problem of employment, in time of peace as well as of war, is not a matter of local but of national concern, and of the further fact that it is not only a question of dealing with crises or emergencies of unemployment, but a practical device for so marshaling the labor power of the country as to insure the highest possible efficiency of the productive energies of the Nation. This requires that mobilization of the workers not by any species of compulsion but by the democratic method of the continuous collection and dissemination of information regarding the industrial conditions and the labor needs of every part of the country.

This national aspect of the problem has been as widely recognized and so authoritatively set forth of late that it has become an accepted doctrine of political science. France, Belgium, Germany, and Russia have found themselves compelled to adopt it as a working principle in order to speed up the production which is necessary to restore their solvency and enable them to reconstruct their shattered industrial life, while Great Britain has for a dozen years maintained a national system of employment exchanges for the United Kingdom, and the

Dominion of Canada has combined the employment activities of its several Provinces from Nova Scotia to British Columbia into a federal system, administered by a director of employment in Ottawa.

The recent growth of the movement for the national directors of employment as well as its growing international importance are exemplified in the following extracts from the draft convention concerning unemployment unanimously adopted by the International Labor Conference of the League of Nations, held in Washington in November of last year:

Article 11. Each member (State) which ratifies this convention shall establish a system of free public employment agencies under the control of a central authority.

Where both public and private free employment agencies exist, steps shall be taken to coordinate the operations of such agencies on a national scale.

The operation of the various national systems shall be coordinated by the International Labor Office in agreement with the countries concerned.

In the report on unemployment prepared by the organizing committee for the International Labor Conference, comparative statistics are given showing the amount and fluctuations of employment in various countries in the years preceding the war. From these tables it appears that the mean percentage of unemployment in certain trades for the period 1904–1913 was 2.1 in Germany, 2.7 in Belgium, 4.7 in the United Kingdom, 7.8 in France and 15.2 in the State of New York. The report sums up the situation in this country as follows:

The fluctuations of industry are more pronounced in the United States of America than in most other countries and, therefore, the variation in the percentage unemployed is greater. The prewar percentages of unemployment in the United States were normally about three times as great as those reported for England or Germany. The fluctuations likewise were more violent.

The interpretation of these facts is not far to seek. In a relatively small, compact, and densely populated industrial community, like England or Belgium, or one as highly organized as was Germany before the war, the working population easily finds its level, and unemployment is comparatively slight; whereas in a country as vast as ours, with its great diversity of industries widely scattered over its area, the unemployed worker is too often stranded in the community in which he finds himself. The greater mobility sometimes attributed to the American worker is more than neutralized by the distance that separates him from his opportunity and by his ignorance of its existence or whereabouts. If, then, these European countries deem a unified employment service an essential feature of their industrial organization, how much more essential must it be under the most difficult and less stable conditions of industry which obtain in the United States.

Fortunately our Federal system of Government lends itself easily to the institution and operation of a national employment service which is unified without being centralized and which by coordinating the independent activities of the several States combines them all into a national system free from the dangers of centralized authority and bureaucratic control. This is the system which has been embodied in the Kenyon-Nolan bill herein before referred to.

The nature of the problem and its solution can not be put better than in the words of the President's Industrial Conference which was convened in Washington on December 1, 1919, and which, after an exhaustive consideration of the industrial situation in the United

States, submitted its report under date of March 6, 1920. Under the title of "Public Employment Clearing House" the conference speaks as follows:

The problem of unemployment is aggravated by the fact that at the present time there is no adequate method for mobilizing such a so-called labor reserve as, in spite of all efforts to reduce unemployment, may at any given time actually exist. At the present time there are many labor reserves, but no mobilized reserve. The creation of a Federal Reserve system in banking has mobilized and coordinated the nation's credit reserves. Under such a system the nation can transact a larger volume of business on a given capital and credit than would be attainable under a system of separate banks acting individually in their localities. Similarly the country's productive capacity can be increased by the creation of a unified system of labor exchanges, making what is in effect a single labor reserve that can be drawn on by industry in any part of the Nation.

The conference recommends establishing a system of employment exchanges, municipal, State, and Federal, which shall in effect create a national employment service. The employment problem is in the first instance a local problem. The first objective must be the placement of local men in local establishments in order to keep as large a number of the employees as possible at home with their families. But no purely local approach to the problem is, or can be effective. Labor surplus and labor shortage exist side by side within the country at the same time, although not necessarily within the same State. Carpenters or machinists may be out of work in Chicago at the same time that there is a demand for such artisans in Pennsylvania.

Perhaps more important is the constant problem of bringing labor from the towns and cities to the farms, both locally and—in times of great seasonal demand for farm operations when the need of the farmer requires the more extensive transfer of labor—from both his own and neighboring States.

Experience during the war has proved these general principles to be true in a period of high employment demand; they are even more generally applicable in normal times. Until a system shall exist for the gathering of information by the municipalities and States, and its exchange through a Federal agency, jobs will be seeking workers and workers seeking jobs at the same time but at different places, and a consequent national loss in production will result.

The matter is not, and can not, be satisfactorily dealt with merely by private agencies, local and competitive in character, and operating at best within a narrow geographic field. The Nation has so vital and persisting an interest in maintaining the industrial product, and in reducing the hardships due to unemployment, that it must interest itself in the problem.

At the present time 17 States maintain public employment offices. The work of these agencies was coordinated during the period of the war through the United States Employment Service—a Federal agency which furthermore opened offices in States having no State service, and thus established a system national in its scope. This system has virtually lapsed with the return of the country to a peace footing.

To secure decentralized administration in the States, under the supervision of its citizens, to avoid the establishment of a Federal bureaucracy, to foster the development of such service throughout the Nation, the conference recommends the enactment of appropriate legislation by the Congress, making provision for an employment clearing house under Federal control, which shall allot to the several States that have established, or shall establish, State employment offices, their proportionate share of the Federal appropriation, but not exceeding to any State the amount that shall be appropriated from State funds for this purpose. This cooperative relation between Federal and State governments has been followed in other fields and may well be extended to the employment field.

Such a service, if it is to succeed, must obviously have the full cooperation of employers and employees. The war emergency developed some weaknesses in administration, which in the opinion of the conference can wisely be corrected in the light of such experience. To justify the cooperation of both parties the needs of both must be served impartially. To insure such service, the conference recommends that committees equally representative of employers and employees be selected to advise and assist in administration.

J. B. DENSMORE,
Director General.

Hon. W. B. WILSON,
Secretary of Labor.



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